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ABSTRACT

The report describes a series of conferences whose objective was to orient selected educational leaders to the implications of preparing educational personnel with a career education perspective. The first 32 pages of the report discuss project objectives and procedures, and detail participant profiles, pre- and post-conference career education program evaluations, objectives and plans of both the deans' conference and the professors' conference. The remaining 300 pages consist of: conference materials and the full texts of major papers (Implications for Career Education of Research and Theory on Career Development, Samuel H. Osipow; Nature and Characteristics of Emerging Career Education Curriculum, Bruce Reinhart; The Emerging School-Based Comprehensive Educational Model, A. J. Miller; Personnel Development for Career Education, Louise J. Keller; and Roles of Schools and Colleges of Education in Career Education, Keith Goldhammer; Problems in the Organization and Administration of Career Education Programs, George Smith; and Administrative Needs and Problems in the Installation of Career Education Programs, William Moore). The pre-conference and post-conference assessment instruments, presentations (Luvern Cunningham on Roles and Opportunities of Educational Administration in Career Education and Jack Culbertson, on The University Council on Educational Administration and Career Education), and an analysis showing degree of participation by institution are also included. (Author/JR)

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FINAL REPORT

NATIONAL CONFERENCES ON
career education

THE CENTER FOR VOCATIONAL AND TECHNICAL EDUCATION
THE OHIO STATE UNIVERSITY

CE 003 970

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- Stimulating and strengthening the capacity of other agencies and institutions to create durable solutions to significant problems.
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NATIONAL CONFERENCE ON CAREER EDUCATION

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SEPTEMBER 1972

FINAL REPORT

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U.S. DEPARTMENT OF
HEALTH, EDUCATION AND WELFARE

Office of Education
National Center for
Educational Research
and Development

FOREWORD

This report represents the efforts of The Center for Vocational and Technical Education, The Ohio State University in fulfilling the terms of USOE grant OEG-0-72-0055(725) which provided for the sponsorship of a series of National Conferences on Career Education. The Center, in cooperation with the College of Education, The Ohio State University, and the University Council for Educational Administration developed and implemented the conference training program plans. The first in the conference series was the National Conference on Career Education for Deans of Colleges of Education conducted April 24-26, 1972, in Columbus, Ohio. A companion effort, the National Conference on Career Education for Professors of Educational Administration, was convened in Columbus May 7-9, 1972.

The objective of these conferences was to orient selected educational leaders to the implications for preparing educational personnel with a career education perspective. A major thrust of the conference activities was directed towards exploring the implications for participating institutions in developing plans to establish career education personnel training programs.

This report provides a description of the conference activities and related procedures. The commissioned conference papers and the text of selected presentations made to the participants are included.

The participants' contributions to the success of the conferences is worthy of special mention. The 68 deans and the 134 professors of educational administration represented 72 of the nation's major colleges of education.

The Center wishes to express its appreciation to Sidney P. Marland, Jr., U.S. commissioner of education, and the staff of the U.S. Office of Education for their cooperation and participation in the National Conferences on Career Education. Appreciation is also extended to Lloyd Briggs and Paul Manchak, USOE grant officers for this conference project, for their administrative support and assistance. We also wish to fully acknowledge the contributions of the following USOE personnel: Don Davies, deputy commissioner for renewal; Robert M. Worthington, associate commissioner, Bureau of Adult, Vocational, and Technical Education; Rue W. Harris, director, Career Education Development Task Force; Duane M. Nielsen, program monitor, Career Education Development Task Force; and Jack A. Wilson, research associate, Career Education Development Task Force.

A special note of thanks is extended to Keith Goldhammer, then Dean of the School of Education, Oregon State University, for his role as the conference convener. Contributing to the success of the conferences were Center staff members Ronald D. Daugherty, assistant director for Field Services and Special Projects, and Joseph F. Clark and Richard A. Dieffenderfer, research associates.

Our professional staff is encouraged by the interest exhibited by the participating educational leaders. We believe that opportunities for working conferences with leaders responsible for the preparation of educational personnel will have a long-term impact on the successful implementation of career education concepts.

Robert E. Taylor
Director
The Center for Vocational
and Technical Education
ERIC Clearinghouse for
Vocational and Technical
Education

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NATIONAL CONFERENCE ON CAREER EDUCATION

INTRODUCTION

The purpose of this project effort focused on the professional development of educational leadership personnel in the emerging area of career education. In addition to disseminating current information and eliciting inputs on career education concepts, the methodology of the project effort was designed to stimulate future involvement of these leaders in the training of professional personnel needed to effectively implement a career education-oriented educational program. The basic project strategy was centered on the development of individual university-based teams through the involvement of selected leadership personnel in a series of national conferences. The first conference was structured for the deans of colleges of education, and the second conference focused on the implementation requirements related to the needs of professors of educational administration.

One of the potentially most significant developments in education today is the emergence of career education programs in the schools. The concept of career education may be the first major breakthrough in changing the basic paradigm on which education in the United States is founded and the most fundamental effort to create a completely relevant educational system in the United States. The primary objective of career education is to help every child become so capacitated that he can effectively perform his roles as a producer of goods and a renderer of services, find his identity in society through his acceptance of the requisite occupational career, and, through his career orientation, build a life style that will be personally satisfying, self-fulfilling, and socially productive. Career education has implications for the total instructional program at all grade levels, as well as for the restructuring of teacher education and the professional preparation of personnel for guidance, educational administration, and other educational specializations.

The two immediate professional groups which probably have the most to do with both the installation of programs and the development of the necessary preservice and in-service education for the preparation of professional personnel are deans of schools and colleges of education and practicing educational administrators. Without the concurrence of these groups and the allocation through them of resources to mount adequate programs, the long-term success of career education programs will be fraught with many internal inadequacies in personnel and the need for the constant relief of obsolescence.

In addition, the public is being made aware of the hopes and promises of career education. There is already some indication that their awakening to its potentialities may result in a new image and an acceleration of public support for education. However, adequate numbers of committed and informed professionals who can interpret the significance of career education are not currently available. It was essential, therefore, that we obtained such personnel geographically distributed throughout the United States to build institutional capacity for personnel development in career education.

PROJECT OBJECTIVES

There were several objectives of this project effort which were common to all levels of educational personnel involved. These included:

1) To acquaint educational leadership personnel with an understanding of the basic concepts and theory undergirding career education programs;

2) To acquaint educational leadership personnel with current developments in career education programming and requirements related to implementation; and,

3) To stimulate the formulation of university-based teams to promote the development of career education-oriented training programs at individual institutions.

Objectives related specifically to the purposes of the conference for deans of education included:

1) To provide an information base adequate to guide the development of an institutional policy promoting training of career education-oriented personnel; and,

2) To provided a national forum designed to explore the operational or implementation career education problems at the policy-making level.

Objectives related specifically to the purposes of the conference for professors of educational administration included:

1) To provide an information base sufficient to identify the requirements for training administrators to establish career education-oriented programs; and,

2) To provide a national forum designed to explore the operational or implementation career education problems related to educational administrators.

PROCEDURES

This series of National Conferences on Career Education was jointly sponsored by The Center for Vocational and Technical Education, The Ohio State University, the University Council for Educational Administration and The Ohio State University College of Education through a grant from the United States Office of Education. The Center, directed by Robert E. Taylor, was the prime contractor for the conference project. The convener of the conferences was Keith Goldhammer, dean of the school of education, Oregon State University. Other sponsors involved in this project were represented by Luvern L. Cunningham, dean of the College of Education, The Ohio State University, and Jack A. Culbertson, executive director, University Council for Educational Administration. The project was conducted under the direction of Ronald D. Daugherty, assistant director, Field Services and Special Projects, The Center for Vocational and Technical Education, The Ohio State University.

In order to achieve the previously stated conference project objectives, a working conference format was adopted to encourage maximum participation of the educational leaders. This format included pre-conference preparation of participants, close contact with conference resource personnel, and small group interaction sessions during the conferences.

The development of an institutional team approach was used to guide the overall strategy for the planned conferences. To generate positive movement toward the adoption of the career education concept, participating institutional representatives were selected on the basis of their potential influence on the implementation of career education-oriented professional training programs. The conference activities were structured to build confidence in the institutional team approach and to provide an information base sufficient for making decisions on institutional policy regarding establishment of training programs for career education-oriented personnel.

An important factor in the success of this conference project and its impact on the development of professional career education-oriented training programs focused on the selection of 75 particularly influential institutions. Potential institutional influence was viewed in terms of an institution's interest in the adoption of the career education concept and the impact that such adoption might have on neighboring institutions. Other general factors were an institution's geographic location and type. Several specific factors which guided selection of the participating institutions included the following qualifications:

1) Institutions must have had a comprehensive educational personnel training program;

2) Institutions must have demonstrated an interest in studying the implications of adopting a career education-oriented training program;

3) Institutions must have agreed to send appropriate faculty members to each level of the career education conferences approved for funding;

4) Institutions must have agreed to cover the per diem expenses of their representatives at the conferences;

5) Priority was given to those institutions which have both master's- and doctoral-level graduate programs in relevant areas;

6) Priority was given to those institutions which are recipients of Education Professions Development Act (EPDA) training grants in vocational education;

7) Selection assured institutional representation from each of the 10 USOE regions and maintained a balance of various types of institutions;

8) Priority was given to institutions that had maintained a close working relationship with their individual state educational agencies in the areas of teacher education and vocational and career education; and,

9) Priority was given to institutions that had initiated career education-oriented program activity or were in the process of implementing such programs.

Representatives of the conference sponsors evaluated available data on all appropriate institutions related to the selection criteria to invite the most representative and influential institutions to participate in the proposed national conferences on career education.

In addition to the published sources of descriptive information on the institutions under consideration, the conference planning staff solicited from state directors of vocational education in each state the names of the deans of education in institutions in their state that best meet the selection criteria and have the adaptability necessary to develop career education programs in the area of teacher education. These recommendations, along with a careful consideration of the programs and developmental activities of these institutions related to vocational education, guidance, and career education, were used in the selection process.

The initial institutional invitation to participate in the national conferences on career education was directed through the dean of the college of education of each of the selected institutions. Upon confirmation of an institution's willingness to participate in the conference series for purposes of exploring the requirements for adoption of career education-oriented professional training programs, the pre-conference preparation of those deans of education selected began. Under guidance from the conference planning staff, the individual deans of colleges of education nominated professors of educational administration from within their institution whom the deans felt had the highest potential for developing instructional preservice and in-service career education-oriented programs.

Following confirmation of acceptance of their invitations, a resource notebook containing the major presentations was mailed to each participant. This material was to be read by the participants prior to attending the conferences. The conferences focused on the discussion of these papers.

Prior to exposure to the resource notebook, a pre-conference assessment was made of all participants to ascertain the extent to which career education was being practiced, implemented, or planned in each of the 75 institutions.

Evaluative data were solicited from the conference participants to determine the extent to which conference objectives were attained, as well as information on participant reactions as to the appropriateness of these activities in meeting their needs.

The names of the institutions invited, and those participants who attended, cancelled, or rejected by USOE region their invitations are presented in Appendix G.

A notebook containing the combined resource material from both the deans and the professors conference was mailed to all state directors of vocational education. Those resource papers are presented in the appendices. The core of papers prepared for both conferences (by Samuel H. Osipow, Bruce Reinhart, and A. J. Miller) appear in Appendix A, along with two (by Louise J. Keller and Keith Goldhammer) prepared exclusively for the deans conference. Appendix B contains two additional resource papers (by George Smith and William Moore) prepared for the conference of educational administrators.

DEANS CONFERENCE

The first conference was held April 24, 25, 26, 1972, at Scot's Inn in Columbus, Ohio, for deans of colleges of education. All but five states were represented at the conference. Figure 1 gives the geographic representation of the conference participants.

Two data collection instruments were used in an effort to collect important information about the conference participants, conference planning, and conference impact. They were the: (1) pre-conference assessment, and (2) participants' post-conference evaluation. Out of 75 deans invited to attend, 47 submitted a complete pre-conference assessment instrument for a 63 percent response, and 54 of the 68 who attended the conference submitted a complete post-evaluation form for an 84 percent response.

Deans' Profile

Sixty-eight deans from 45 states participated in the deans conference. Table 1 gives a profile of the deans by the type of school they represent. It can be seen that the majority of the institutions are public, with 55 percent being public land-grant universities. The deans were typically male, about 50 years old, and had their Ph.D.'s.

TABLE 1

Deans' Profile

School Type	Total #	Sex		Age				Degrees	
		# M	# F	36-45	46-55	56-65	65+	# of MA	# Ph.D
Public (Land-Grant)	29	27	2	8	13	8	0	0	29
Private	3	3	0	0	2	1	0	0	3
Public	18	18	0	9	5	3	1	1	17
Others	2	2	0	0	1	1	0	0	2
Totals	52	50	2	17	21	13	1	1	51

Location of Participating Institutions
Represented at the Deans Conference

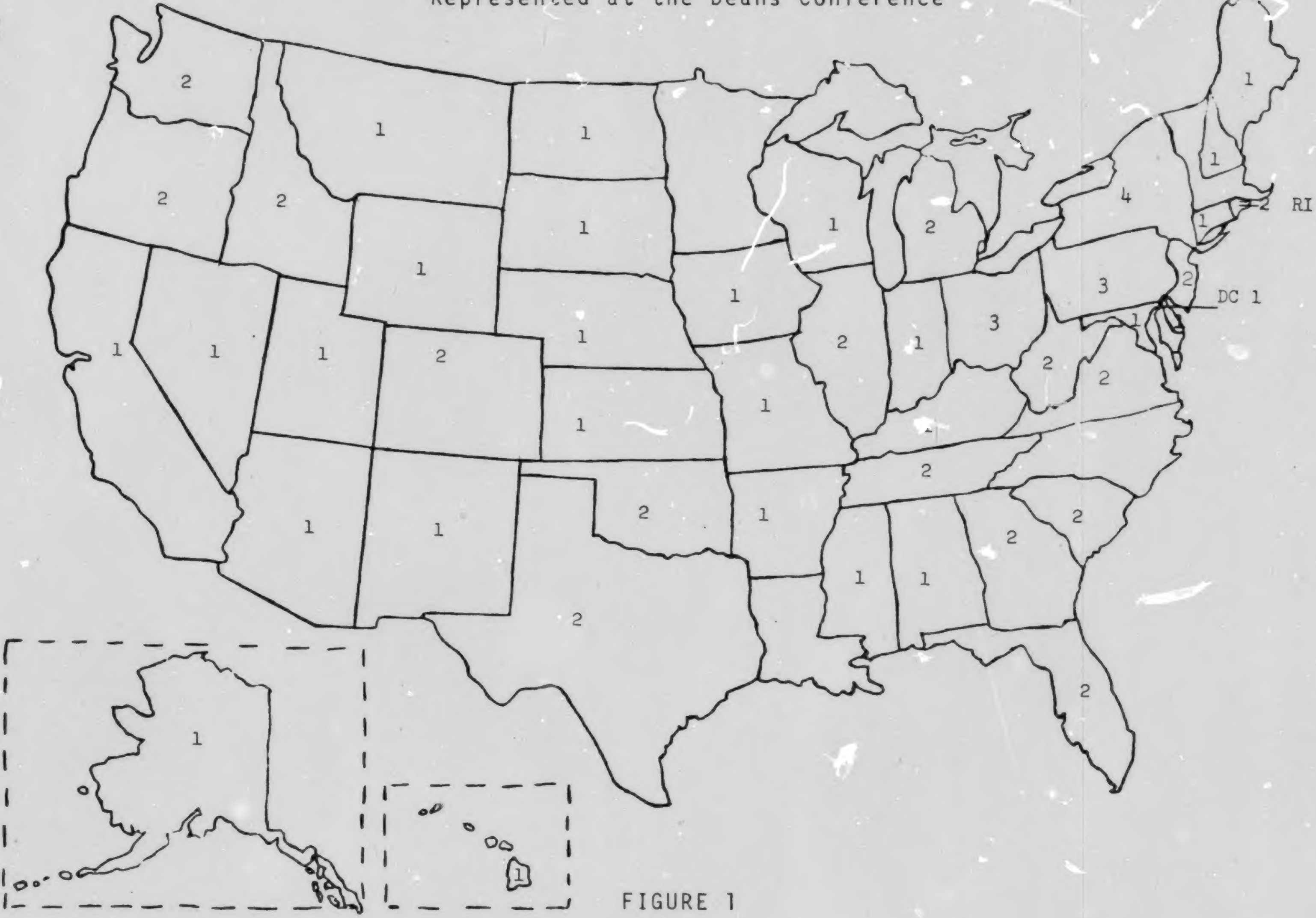
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FIGURE 1

One interesting fact is that 29 percent of all deans reporting received their Ph.D.'s from two institutions: (1) University of Chicago (eight graduates) and (2) Columbia University (five graduates). Institutions in two states (Illinois and New York) prepared 34 percent of all deans who attended the conference.

Pre-conference Assessment

In a pre-conference assessment, the deans who attended the career education conference responded to the following four questions:

1) What is the present status of career education programs in the college or university with which you are affiliated?

2) Where do you feel your college or university should be in regard to career education?

3) Do you feel that the career education concept is a viable alternative in regard to education in America?

4) Within your school of education, who should be involved and committed to the implementation of the career education concepts?

Table 2 shows the current status of career education programs for the 47 schools of education who responded. Only 19.1 percent of the schools had a program in operation, and the same percentage of these schools were not then planning a program. The remaining schools were at some planning stage in implementing a career education program.

The second question has a variety of answers; the comments contain verbs such as aware, actively engaged, involved, plan, consider, define, etc. Almost all responses show that the deans believed they should consider and plan for career education.

The third question, Do you feel that the career education concept is a viable alternative in regard to education in America? was answered, in the main, with a yes. Twenty-five of 44 respondents answered yes and most of the others gave a wait and see answer. At least one valid point was made in regard to this question; it is that the concept of career education is not clear and appears to mean different things to different people.

The general response to the fourth question, Within your school of education, who should be involved and committed to the implementation of the career education concept? was that all professional staff within the school of education should be involved. Some participants felt that state department personnel and local school district personnel should also be involved.

TABLE 2

Percent to Which Schools of Education are Implementing a Career Education Program

Status of Program	%	N
1. Presently a program operating.	19.1	9
2. A program is planned and funded.	4.2	2
3. A program is planned and waiting funds.	10.5	5
4. Presently planning a program.	31.4	15
5. Presently not planning a program.	19.1	9
6. Do not intend to plan a program.	0	0
7. Other	14.9	7
Totals	100.0	47

Conference Objectives

The conference had five stated objectives:

1) To acquaint the participants with the basic concepts and theory undergirding career education programs;

2) To acquaint the participants with current developments in career education programming and requirements related to its implementation;

3) To stimulate the formation of university-based teams to promote the development of career education-oriented training programs;

4) To provide an information base to guide the development of an institutional policy promoting the training of career education-oriented personnel; and,

5) To provide a national forum designed to explore the operational implementational problems of career education at the policy-making level.

Figure 2 gives the total average score participants placed on each objective (the dark bars). Objectives 2, 3, and 4 were rated short of being adequately met. These objectives dealt with the development of an institutionally based career education training program. In answer to the inquiry, What are the initial career education-related activities planned following the conference? most deans indicated that they would discuss, disseminate information, and report to faculty and staff, hardly mentioning the formulation of plans or the development of university policy. It may be that it is too soon to judge the effects of the conference on these two objectives.

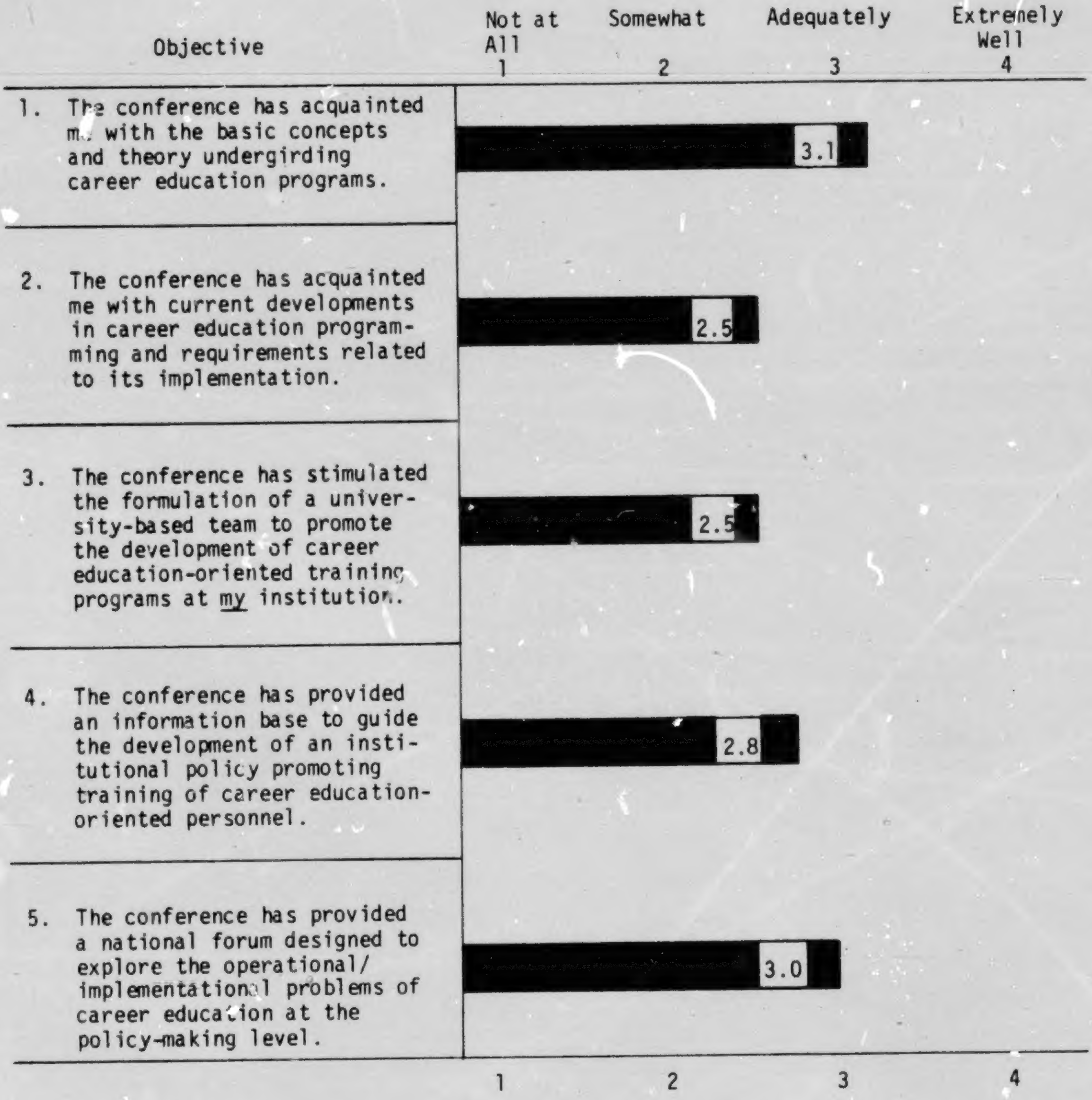
Post-conference Evaluation

The conference program evaluation focused on three key elements: (1) guest speakers and special panels, (2) resource papers, and (3) small group sessions. The evaluative remarks about the guest speakers and special panels contained four criteria: usefulness of information, level of the presentation, time given the presentation, and organization of the presentation. The presentations in total averaged a rating of very useful but a little long. The average level rating was somewhat general; however, the presentations were rated as very well organized.

The resource papers were evaluated on the same four criteria. The summary sessions of the resource papers were reported as useful but somewhat long. The information was presented on a level which was evaluated as too general; however, the organization of the presentations was rated as very good. It should be kept in mind that some of the responses may reflect reactions of participants to the topics presented and not necessarily to the specific presenter.

The small group sessions were evaluated as useful; however, some sessions were much more useful than others. Time spent in small group sessions was rated a little long. Again, organization of the small group sessions was rated better than adequate but lower than the rating of either the paper summaries or the presentations.

Conference Objectives As Rated By Deans From Different Types of Institutions



1. The conference has acquainted me with the basic concepts and theory undergirding career education programs.

2. The conference has acquainted me with current developments in career education programming and requirements related to its implementation.

3. The conference has stimulated the formulation of a university-based team to promote the development of career education-oriented training programs at my institution.

4. The conference has provided an information base to guide the development of an institutional policy promoting training of career education-oriented personnel.

5. The conference has provided a national forum designed to explore the operational/implementational problems of career education at the policy-making level.

FIGURE 2

General Planning

The participants' evaluation of the general planning was excellent. Table 3 reflects the participants' rating of planning activities.

TABLE 3

Conference Planning to Meet Participants' Needs

Needs	Average Rating	Extent to Which Needs Were Met in Percent				
		Not at All (1)	- (2)	Adequate (3)	- (4)	Extremely Well (5)
Pre-conference information	4.0	0	7.4	22.2	29.6	40.7
Registration procedure	4.4	0	1.9	16.7	16.7	64.8
Accommodations	4.4	3.8	1.7	7.5	28.3	58.5
Conference banquet	4.1	0	3.9	21.6	33.5	42.2
Meals non-conference	3.5	1.7	7.4	38.9	42.6	40.7
Meeting facilities	4.2	0	0	16.7	42.6	40.7
Length of conference day	4.1	0	3.7	22.2	38.9	35.2
Conference luncheon	4.3	0	0	13.2	44.7	42.1

1 = not at all
5 = extremely well

Table 4 presents the participants' recommendations for the appropriate length of the conference; 65.4 percent felt that it should be two days in length, indicating that the conference, which lasted two and one-half days, may have been somewhat long.

TABLE 4

Recommended Length of Conference

Length	Respondents	
	Number	Percent
1 day	5	9.6
2 days	34	65.4
3 days	13	25.0

Summary and Conclusions

The deans conference on career education had a broad representation, involving participants from 45 states and 69 institutions. (Keith Goldhammer represented both his former institution, Oregon State University, and his present institution, Michigan State University.) The schools of education ranged in size from less than 500 to more than 4,000 students.

The deans were all older than 36 years of age, with the average age being 49 years, and all but one held doctorates.

The overall conference planning was rated very good by the participating deans with only a few minor complaints being registered. The pre-conference survey pointed out that deans were aware of the career education movement. However, only 19.1 percent had career education programs operating. Forty-six percent were in some stage of planning for a career education program.

The pre-conference survey also points out that, in general, the deans felt they should be considering career education as an alternative for the American education system and that the planning for this program must be done with faculty and staff in conjunction with other leadership elements in education, e.g., school administrations, state departments, etc.

The post-conference survey indicates that the presentations and presenters, in general, were well received. Conference objectives one and five were rated by the participants as being met completely. Time, however, may be an important factor in measuring the impact of the conference, so a follow-up study may be appropriate in order to get a more accurate measure of the conference's impact, as related to its five objectives.

PROFESSORS CONFERENCE

The second conference was held May 7, 8, and 9, 1972, at The Christopher Inn in Columbus, Ohio, for selected professors of educational administration. One hundred thirty-four professors of educational administration attended the conference. Figure 3 gives the geographic representation of the conference. Seventy-two institutions of higher learning in 46 states and the District of Columbia were represented by professors of educational administration.

Two data collection instruments were used to collect information about the conference participants and their opinions toward conference planning and impact: (1) the pre-conference assessment, (2) the participant's post-conference evaluation.

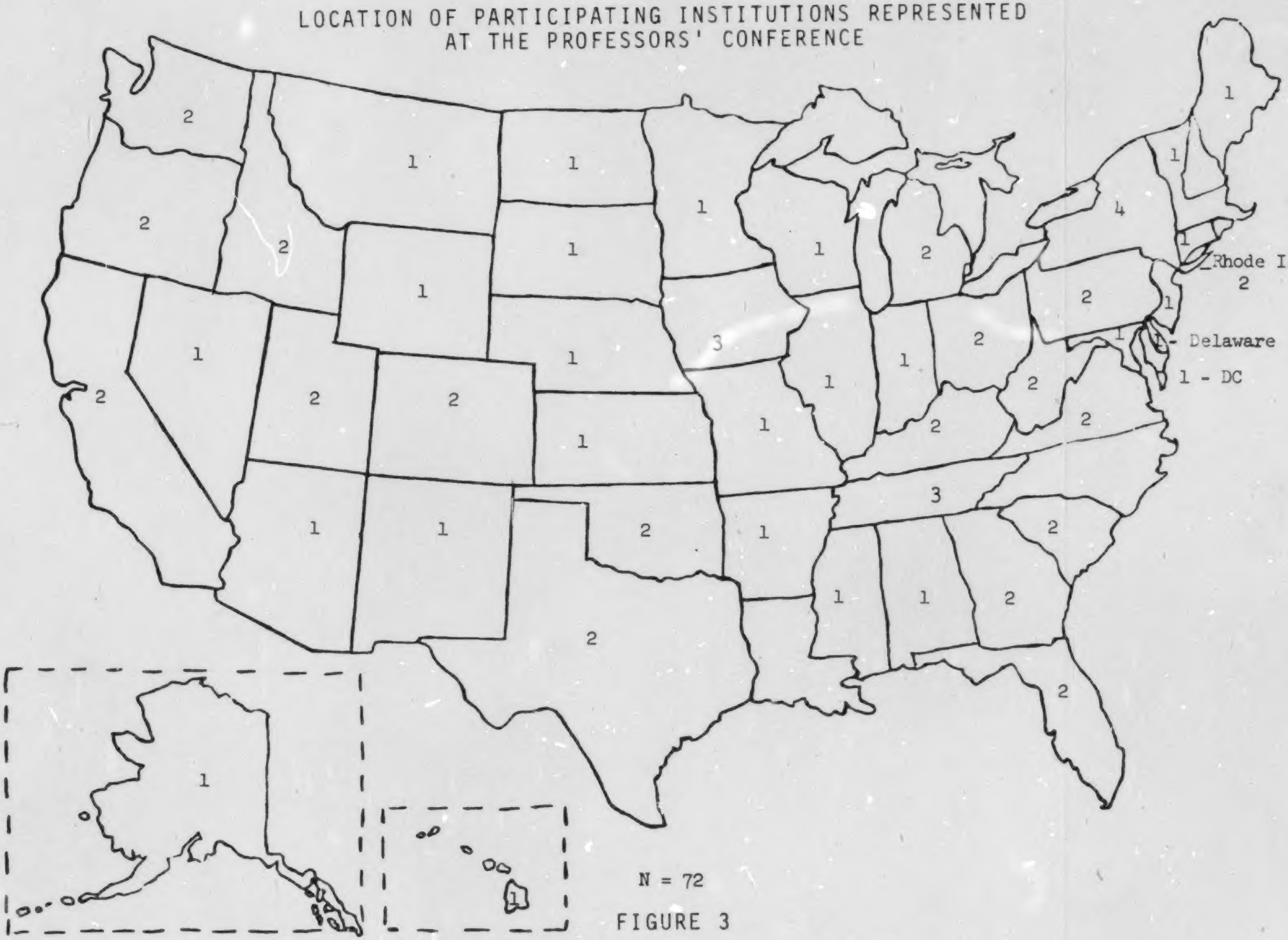
Professors' Profile

One hundred thirty-four professors from 46 states participated in the career education conference. Table 5 presents a profile of the professors' characteristics. The profile is organized by the type of schools which the participants represent and is composed of the 93 professors who responded to these demographic items on the post-conference evaluation form.

Institutions represented by the participants were generally public schools, 47 percent public land-grant and 43 percent other public universities. Almost all of the professors were males (99 percent). The majority of the participants were between the ages of 36 and 55, the average age being about 45, and nearly all held doctorates.

Eighty-nine participants responded to the item concerning the location of the institution from which each professor received his highest degree; these professors received degrees from 50 universities representing 31 states. In order of frequency: Teachers College, Columbia University was represented by nine percent of the participants, The University of Iowa by six percent of the participants, and both Stanford and The Ohio State universities by about four and one-half percent of the participants each. Thirteen percent of the participants originated from institutions from within the state of New York and 10 percent of the participants originated from institutions located in California.

LOCATION OF PARTICIPATING INSTITUTIONS REPRESENTED
AT THE PROFESSORS' CONFERENCE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N = 72

FIGURE 3

The status at the time of the conference of career education programs in the colleges and universities represented is shown in Table 6. These ratings were made by 104 professors affiliated with 62 participating institutions.

TABLE 6

WHAT IS THE PRESENT STATUS OF CAREER EDUCATION PROGRAMS IN THE COLLEGE OR UNIVERSITY WITH WHICH YOU ARE AFFILIATED?

Status	N	Percent
Presently a program operating	20	19
A program is planned and funded	6	6
A program is planned and waiting funds	7	7
Presently planning a program	31	30
Presently not planning a program	19	18
Do not intend to plan a program	0	0
Other	21	20
Total	104	100%

While 19 percent of the professors responding indicated that a program was then operating in their institution another 18 percent indicated that no program plans had been made. Of the 21 individuals responding in the "other" category (see Table 4), 60 percent indicated that their institutions were showing an interest and actively seeking program alternatives for career education. Thus, it can be deduced that slightly more than 40 percent of the participants were then interested in, or were then planning, a career education program.

The second question of the pre-conference assessment received a variety of answers from the 87 individuals responding. Responses to the question, Where do you feel your college or university should be in regard to career education? indicated that the university should be activitely involved in exploring and defining alternatives while leading in the explication of career education.

TABLE 5

PROFESSORS' PROFILE

		Sex		Age					Degree	
School Type	Total	M	F	-35	36-45	46-55	56-65	66+	MA	Ph.D.
Public land-grant	(44) 47%	43	1	6	21	12	5	0	0	44
Private	(5) 6%	4	1	0	1	4	0	0	0	5
Public (other)	(40) 43%	40	0	0	20	11	9	0	1	39
Other	(4) 4%	4	0	0	1	2	1	0	0	4
Totals	(93) 100%	91 99%	2 1%	6 7%	43 46%	29 31%	15 16%	0 0	1 1%	92 99%

Pre-Conference Assessment

A pre-conference assessment was administered to prospective participants of the professor's conference. Approximately 150 pre-conference assessments were distributed with the resource notebooks to professors who had been nominated and who indicated their interest in attending a career education conference. One hundred four pre-conference assessments were returned. The pre-conference instrument asked four basic questions:

1) What is the present status of career education programs in the college or university with which you are affiliated?

2) Where do you feel your college or university should be in regard to career education?

3) Do you feel that the career education concept is a viable alternative in regard to education in America?

4) Within your school of education, who should be involved and committed to the implementation of the career education concepts?

Eighty-six professors responded to the third question, Do you feel that the career education concept is a viable alternative in regard to education in America? While almost 70 percent of the respondents indicated that career education is viable, more than a third of them did not consider career education as a true alternative *per se*.

The fourth and final question of the pre-conference assessment elicited responses from 87 of the participating professors of educational administration. In response to the question, Within your school of education, who should be involved and committed to the implementation of the career education concept? the general reply was that all faculty members of all departments in all areas should be involved, most likely at varying levels of participation.

Conference Objectives

The National Conference on Career Education for Professors of Educational Administration centered its activities around the accomplishment of five objectives. These objectives were:

1) To acquaint the participants with the basic concepts and theory undergirding career education programs;

2) To acquaint the participants with current developments in career education programming and the requirements related to its implementation;

3) To stimulate the formation of university-based teams to promote the development of career education-oriented training programs;

4) To provide an information base to guide the development of an institutional policy promoting training of career education-oriented personnel; and,

5) To provide a national forum designed to explore the operational implementational problems of career education at the policy-making level.

The participants rated the conference on its relative success in accomplishing each of these objectives. The mean score received by each of the five objectives is graphically presented in Figure 4.

As can be seen in Figure 4, all objectives were considered to be less than adequately accomplished. The participants indicated that the conference fell particularly short in accomplishing objectives three and four. Both of these objectives deal with the development of an institutionally based career education training model.

Mean Ratings of Conference Objective Attainment

Objective	N
1. Acquaint the participants with the basic concepts and theory undergirding career education programs.	94
2. Acquaint the participants with current developments in career education programming and the requirements related to its implementation.	92
3. Stimulate the formation of university-based teams to promote the development of career education-oriented training programs.	88
4. Provide an information base to guide the development of an institutional policy promoting training of career education-oriented personnel.	91
5. Provide a national forum designed to explore the operational/implementational problems of career education at the policy-making level.	90

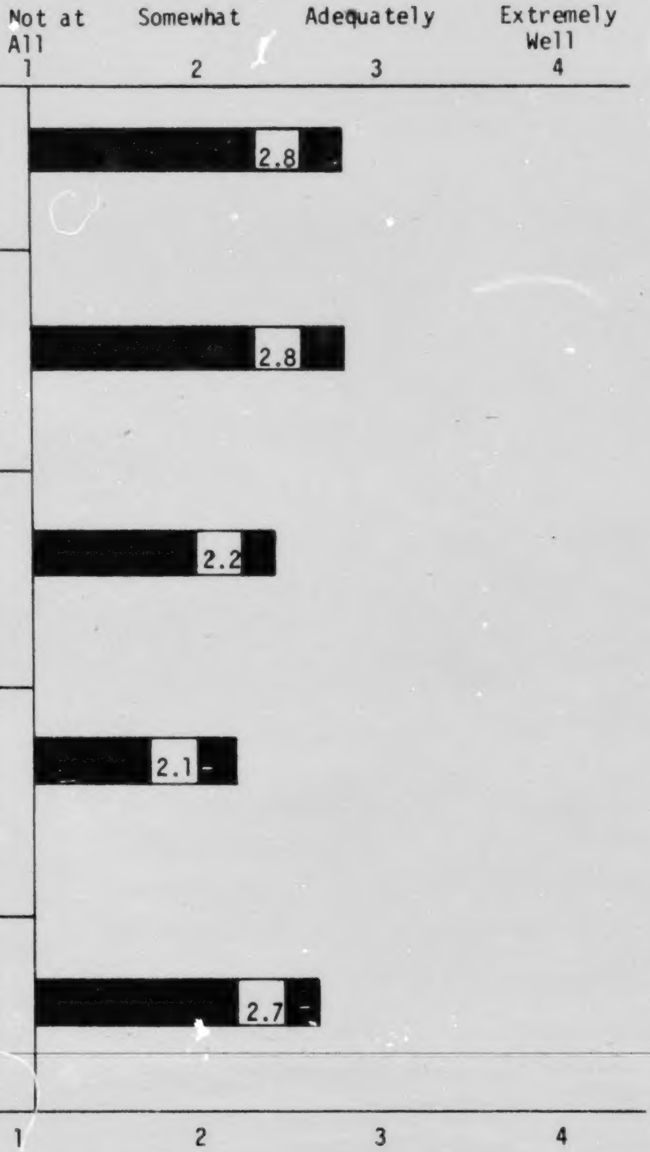

FIGURE 4

Post-Conference Evaluation

The conference program evaluation focused upon three key elements: (a) the guest speakers and special panels, (b) the resource papers, and (c) the small group sessions.

The evaluation of each of these elements is summarized on four basic criteria, i.e., usefulness, time, organization, and level of presentation.

The participants considered the presentations slightly more than adequate in usefulness and organization, and just about right in time and level of information.

Ratings made of the speakers and panel were quite homogeneous. Generally, the participants regarded the summary resource papers as slightly more than adequate in usefulness and organization, and just about right in length and level of information.

The small group sessions on the average were rated as useful and well organized. The rating of individual sessions varied according to the subject and the group present. The length and level of the information exchanged at these sessions was rated as above average.

Presented at this conference was a film entitled "Career Education," and a video tape of Commissioner of Education Sidney P. Marland, Jr., and a panel at the deans of colleges of education conference. Ratings were made on the four criteria mentioned previously. Both activities were rated approximately adequate in usefulness and organization. Mean ratings on the level of information indicated, however, that both features were rather general. The mean ratings for usefulness and organization were slightly greater for the video tape than for the film.

General Planning

The participants generally rated pre-conference planning as more than adequate. The participants' rating of each area of conference planning is presented in Table 7. Relatively high average ratings were given the registration procedure (4.5), the pre-conference information (4.0), and the conference luncheon (4.0), while a less than adequate rating was made of the non-conference meals (2.9).

Table 8 presents the participants' recommendations for planning the appropriate length of conferences similar to this one. Although more than 21 percent of the participants suggested that the conference remain three days in length, more than 76 percent of the participants recommended that the conference be shortened, and slightly more than two percent opted for a longer conference.

TABLE 7

PARTICIPANTS' RATING OF CONFERENCE PLANNING

Areas of Concern	Average Rating	Extent to Which Needs Were Met					Total	
		Not at All (1)	- (2)	Adequate (3)	- (4)	Extremely Well (5)	N	%
Pre-conference Information	4.0	1%	3%	25%	39%	32%	94	100
Registration Procedure	4.5	0	2	15	17	66	95	100
Accommodations	3.7	3	5	38	29	25	94	100
Conference Banquet	3.9	1	3	24	48	24	88	100
Non-Conference Meals	2.9	10	25	37	23	7	93	100
Meeting Facilities	3.3	2	19	39	30	10	93	100
Length of Conference Day	3.4	1	12	41	33	13	92	100
Conference Luncheon	4.0	0	3	26	43	28	74	100

TABLE 8

RECOMMENDED LENGTH OF CONFERENCE

Length	N	Percent
1 day	8	8.6
2 days	63	67.7
3 days	20	21.5
4 days	0	0.0
5 days	2	2.2
Total	93	100.0%

The remarks most frequently made were in regard to three basic areas of concern. First, the participants requested less formalized topical discussion groups. Second, participants believed that the oral summaries of the papers were often redundant. Finally, some participants thought further clarification and explication of the conference objectives and guidelines would have been helpful.

Summary and Conclusions

The National Conference for Professors of Educational Administration on Career Education was attended by professors from 72 institutions of higher learning, representing 46 states and the District of Columbia. These universities represented a full range of institutions in terms of size and funding base.

The professors who attended were generally males about 45 years of age with doctoral degrees. These professors received their advanced degrees from 50 universities located in 31 states.

General pre-conference planning was rated more than adequate. Analysis of the pre-conference survey indicated that more than 40 percent of the participants were then interested in, or were planning, a career education program, while 18 percent indicated that no program plans were being made. The professors believed that the university should be actively involved in exploring and defining the alternatives of career education while leading in the explication of the concept. Furthermore, almost 70 percent of the participants agreed that career education is a viable alternative for the American education system and should involve all faculty members of universities in implementing the concept.

The post-conference evaluation of the presentations, summary papers, and small group discussion point out that all were considered adequate or better in terms of usefulness and organization of information.

The five conference objectives, as perceived by the participants, were less than adequately achieved by the conference. It is recommended that a follow-up study be made of these participants in order to assess the long-term impact of the conference upon these individuals and the institutions of higher learning with which they are affiliated.

RECOMMENDATIONS

A high percentage of the participants at both conferences responded to a request for recommendations for improvement. The conference planning staff is anxious to consider all of these recommendations in designing future conferences:

1. Expend greater effort in developing audiovisual materials for both large and small group presentations
2. Have more clearly delineated conference goals
3. Eliminate a summary of papers, thus allowing more time for small group interaction
4. Facilitate small group discussion by arranging seats in a circle
5. Exhibit some actual CCEM teaching materials
6. Be held on a university campus where career education is underway
7. Expend more time comparing and contrasting career education models other than CCEM
8. Lengthen small group sessions
9. Provide more opportunity for participants to discuss issues and raise questions immediately following the presentations
10. Provide time for college of education personnel to make known what implications they believe career education will have for them

In addition, the conference planning staff made these recommendations:

1. That a follow-up study be conducted to assess the long-term impact of the conferences upon those who attended
2. That additional regional conferences be held to involve other faculty in creating university-based teams to disseminate the career education concept

3. That each university's dean of education and two educational administration professors who attended the career education conferences form the basic cadre to orient the selected university-based team members prior to their attending the regional career education conferences. Each university-based team will thereby have the benefit of the cadre's orientation and the interaction of the university faculty toward career education. Because of this background, it is recommended that the format of the proposed regional conferences provide more interaction and deal more directly with implementation details for career education in the personnel development programs of these universities.

APPENDICES

Combined Resource Papers from the:

NATIONAL CONFERENCES ON career education

FOR DEANS
OF COLLEGES OF EDUCATION

COLUMBUS, OHIO
April 24, 25, 26, 1972

FOR PROFESSORS OF
EDUCATIONAL ADMINISTRATION

COLUMBUS, OHIO
May 7, 8, 9, 1972

SPONSORED BY

THE CENTER FOR VOCATIONAL
AND TECHNICAL EDUCATION
THE OHIO STATE UNIVERSITY

IN COOPERATION WITH

THE COLLEGE OF EDUCATION,
THE OHIO STATE UNIVERSITY

and

THE UNIVERSITY COUNCIL FOR
EDUCATIONAL ADMINISTRATION

Combined Resource Papers

NATIONAL CONFERENCES ON career education

For Deans of Colleges of Education and Professors of Educational Administration

SECTION ONE	IMPLICATIONS FOR CAREER EDUCATION OF RESEARCH AND THEORY ON CAREER DEVELOPMENT	***Samuel H. Osipow***
SECTION TWO	NATURE AND CHARACTERISTICS OF EMERGING CAREER EDUCATION CURRICULUM	***Bruce Reinhart***
SECTION THREE	THE EMERGING SCHOOL-BASED COMPREHENSIVE EDUCATION MODEL	***A. J. Miller***
SECTION FOUR	PERSONNEL DEVELOPMENT FOR CAREER EDUCATION	***Louise J. Keller***
SECTION FIVE	ROLES OF SCHOOLS AND COLLEGES OF EDUCATION IN CAREER EDUCATION	***Keith Goldhammer***
SECTION SIX	PROBLEMS IN THE ORGANIZATION AND ADMINISTRATION OF CAREER EDUCATION PROGRAMS	***George Smith***
SECTION SEVEN	ADMINISTRATIVE NEEDS AND PROBLEMS IN THE INSTALLATION OF CAREER EDUCATION PROGRAMS	***William Moore***

APPENDIX A

DEANS CONFERENCE MATERIALS AND MAJOR PAPERS

NATIONAL CONFERENCE ON

career education

FOR DEANS
OF COLLEGES OF EDUCATION

COLUMBUS, OHIO
April 24, 25, 26, 1972

SPONSORED BY

THE CENTER FOR VOCATIONAL
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THE OHIO STATE UNIVERSITY

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THE COLLEGE OF EDUCATION,
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and

THE UNIVERSITY COUNCIL FOR
EDUCATIONAL ADMINISTRATION

CONFERENCE AGENDA

National Conference on Career Education For Deans of Colleges of Education

Scot's Inn, Columbus, Ohio
April 24, 25, 26, 1972

Monday, April 24

4:00 P.M. ***REGISTRATION*** Lower Lobby

6:30 ***CONFERENCE BANQUET PROGRAM*** Stirling Room

Presiding:

Robert E. Taylor, Director
The Center for Vocational
and Technical Education
The Ohio State University

Welcome from U.S.O.E.:

Don Davies
Deputy Commissioner for
Renewal
U. S. Office of Education

The Plan of the Conference:

Robert E. Taylor

Keynote Address:

"Emerging Role of Career
Education" .... Robert M. Worthington
Associate Commissioner
Adult, Vocational and
Technical Education
U. S. Office of Education

******

Tuesday, April 25

8:30 A.M. ***FIRST GENERAL SESSION*** Stirling Room

Presiding:

Jack Culbertson
Executive Director
The University Council for
Educational Administration

Summaries of Papers by Authors:

1. "Implications for Career Education of Research and Theory on Career Development" .... Samuel H. Osipow
   Professor of Psychology
   The Ohio State University
2. "Nature and Characteristics of Emerging Career Education Curriculum" .... Bruce Reinhart
   Research Specialist
   The Center for Vocational and Technical Education
3. "The Emerging School-Based Comprehensive Career Education Model" .... A. J. Miller, Coordinator
   Associate Director
   Field Services & Special Projects
   The Center for Vocational and Technical Education
4. "Personnel Development for Career Education" .... Louise Keller, Director
   Department of Vocational Education
   University of Northern Colorado
5. "Roles of Schools and Colleges of Education in Career Education" .... Keith Goldhammer, Dean
   School of Education
   Oregon State University

10:00 ***COFFEE BREAK*** Lower Lobby

Tuesday, April 25

10:30 ***SECOND GENERAL SESSION*** Stirling Room

Presiding:

A. J. Miller
Associate Director
Field Services and Special Projects
The Center for Vocational and Technical Education

Panel of School Personnel: Emerging Programs in the Public Schools, Problems and Achievements

1. Comprehensive Career Education Model, Pontiac, Michigan ..... Wesley R. Maas
   CCEM Project Director
   Pontiac School System

2. Comprehensive Career Education Model, Hackensack, New Jersey.. Irving Moskowitz
   CCEM Project Director
   Hackensack Public Schools

3. Cobb County Occupational and Career Development Program, Marietta, Georgia .... Joel Smith
   Project Director
   Marietta, Georgia

4. Comprehensive Career Education Model, Mesa, Arizona .... William Poston
   CCEM Project Director
   Mesa Public Schools

12:00 ***LUNCH***(No formal arrangements)

1:00 ***FIRST GROUP MEETINGS***

Refer to schedule for Tuesday, 1:00 p.m.

2:00 ***SECOND GROUP MEETING***

Refer to schedule for Tuesday, 2:00 p.m.

3:00 ***COFFEE BREAK*** Lower Lobby

Tuesday, April 25

3:30 **THIRD GENERAL SESSION** Stirling Room

Presiding:

Robert E. Taylor

"A Perspective on Career Education" .... Sidney P. Marland, Jr.
Commissioner of Education
U. S. Office of Education

Interview By A Panel Of Deans:

Moderator:

Keith Goldhammer, Dean
School of Education
Oregon State University

1. George Brain, Dean
   Washington State University
2. Robert Gilberts, Dean
   University of Oregon
3. Donald J. McCarty, Dean
   University of Wisconsin
4. Robert E. Ohm, Dean
   University of Oklahoma
5. Bob G. Woods, Dean
   University of Missouri

4:30 - 5:30 **SOCIAL GATHERING** Pinch Room

Host:

Luvern L. Cunningham, Dean
College of Education
The Ohio State University

No Evening Conference Activities Scheduled

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Wednesday, April 26

8:30 A.M. ***THIRD GROUP MEETING***

Refer to schedule for Wednesday, 8:30 A.M.

9:30 ***COFFEE BREAK*** Lower Lobby

10:00 ***FOURTH GROUP MEETING***

Refer to schedule for Wednesday, 10:00 A.M.

11:00 ***FIFTH GROUP MEETING***

Refer to schedule for Wednesday, 11:00 A.M.

12:30 ***CONFERENCE LUNCHEON PROGRAM*** Edinburgh Room

Presiding:

Luvern L. Cunningham

Summaries of Group Discussion by Writers:

1. "Implications for Career Education of Research and Theory on Career Development" .... Samuel H. Osipow
2. "Nature and Characteristics of Emerging Career Education Curriculum" .... Bruce Reinhart
3. "The Emerging School-Based Comprehensive Career Education Model" .... A. J. Miller
4. "Personnel Development for Career Education" .... Louise J. Keller
5. "Roles of Schools and Colleges of Education in Career Education" .... Keith Goldhammer

Luncheon Address:

"Roles of The Center for Vocational and Technical Education in Development and Installation of Career Education" ....Robert E. Taylor

Wednesday, April 26

Question and Answer Period: Career Education Implications for Schools of Education

Moderator:

- Robert E. Taylor
- A. J. Miller
- Keith Goldhammer
- Duane Nielson
  Career Education Development
  Task Force, U. S. Office of Education
- Conference Consultants

3:30 P.M. *Conference Adjournment*

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Schedule for Small Group Sessions

	1st Meeting Tuesday 1:00 P.M.	2nd Meeting Tuesday 2:00 P.M.	3rd Meeting Wednesday 8:30 A.M.	4th Meeting Wednesday 10:00 A.M.	5th Meeting Wednesday 11:00 A.M.
1. K. Goldhammer Board Room	A	B	C	D	E
2. L. Keller Room #214	B	C	D	E	A
3. A. J. Miller Room #314	C	D	E	A	B
4. J. Osipow Pinch Room	D	E	A	B	C
5. B. Rinehart Stirling Room	E	A	B	C	D

(Revised)

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April 24, 25, 26, 1972

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SECTION ONE

IMPLICATIONS FOR CAREER EDUCATION OF RESEARCH AND THEORY ON CAREER DEVELOPMENT

Samuel H. Osipow

Implications For Career Education Of Research And Theory On Career Development

by

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Prepared for the

NATIONAL CONFERENCE ON CAREER EDUCATION
FOR DEANS OF COLLEGES OF EDUCATION

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IMPLICATIONS FOR CAREER EDUCATION OF RESEARCH AND THEORY ON CAREER DEVELOPMENT

Samuel H. Osipow

INTRODUCTION

All too often social programs have been developed without adequate consideration given to the data regarding the characteristics of the human consumers of these programs. These days, no one would seriously think of designing aircraft, space vehicles, or automobiles without considering the human factors involved in the operation of these devices. It is commonly accepted, good practice in design to take pains to insure that the product recognizes human characteristics and human limitations so that people are able to operate the machinery correctly and adequately. Unfortunately, however, there is a tendency in our culture to be somewhat amateurish regarding the design of social programs. Far too many social programs have been created without giving adequate thought to the characteristics of the consumers and operators of these programs. It is with this perspective that the individuals responsible for the generation of this program and those of you who are attending deserve credit for your foresight and sophistication in recognizing the need to look at data about human development and characteristics in the design of at least one kind of program that will very seriously affect human beings.

The purpose of the present paper is to alert you to some concepts and data dealing with career development that may be useful to you in training students to design and implement career education programs.

Specifically, I want to share with you some understandings of the human and social factors in career development with specific reference to program development. These understandings should be considered in developing new programs and in teacher training with particular reference to career education. These understandings are likely to be useful in guiding your thinking about retraining teachers and counselors already in the field in order to help them function more effectively in connection with the new concept of career education. In this presentation two areas will be discussed: the conceptual basis that exists for thinking about career development and generalizations which grow out of these theories and empirical data.

As many of you know, there already exists a rather extensive theoretical basis enabling us to have some understandings about how careers unfold and the process of career development in individuals. These have been reviewed in a number of publications (15: Osipow, 1968; 4: Crites, 1969). These generalizations may be organized into the following categories:

1. Trait factor approaches: These attempt to match individual abilities and interests with comparable trait requirements of occupations. The idea here is to identify and implement the best fit between the individual and the demand characteristics of his employment. The testing movement has contributed to this effort.

2. Social systems approaches: These might be summarized by the words reality, accident, and "least resistence;" the essential idea of these approaches is that events beyond the control of the individual have a significant effect on his career. An individual's career attainment is seen to be primarily the result of the combination of an accident of birth, the state of the economy, or other chance happenings.

3. Self-concept approaches: In these, the idea is that though self-concept becomes increasingly clearly defined in an individual as he ages and that people develop images of their occupational world against which to compare their self-concepts. The degree of similarity that results from this self-occupational comparison determines the adequacy and satisfactoriness of their decision. In good "choices" the individual actively attempts to implement his self-concept.

4. Personality and career: These views describe the career development process primarily in terms of psychological constructs such as needs, values, interests, etc. Here is included for example, the needs-satisfaction approach (13: Hoppock, 1957), the importance of effects of early experiences on personality development and its consequent effect on vocational development (20: Roe, 1957), along with a variety of approaches which examine the relationship of psychopathology and career (15. Osipow, 1968).

THEORIES

Over the years, several theories have emerged as more fully developed and more influential in shaping over understandings about career development. Let us briefly review some of these major theories.

The first of these, chronologically, is the theory of Ginzberg, Ginsberg, Axelrad and Herma (7: 1951). These writers selected four particular variables they thought were critical to vocational development. These variables were identified to be the reality factor, the educational process, individual-emotional factors, and the individual's value structure. Essentially, Ginzberg and his associates took these four factors and from them created a theory which asserted that vocational choice is an irreversible process which occurs in clearly defined periods and which requires the individual to compromise between his values and his potentials. Three major periods of development were postulated and called the Fantasy, the Tentative, and the Realistic periods. The Fantasy period was not emphasized by Ginzberg and his group because it concerned childhood vocational interests which were seen to be fairly arbitrary and unrealistic. The Ginzberg group viewed the age range of the Fantasy period (birth to 11) as essentially nonvocational, a view which is not widely held today. The Tentative period, beginning near age eleven, was subdivided into interest, capacity, value, and transition stages. Each stage emphasized the vocational task indicated by its name. In other words, during the interest stage the youngster primarily concerned himself with identifying and understanding his interests. During the capacity stage his abilities, then his values, and finally, during the transition stage, putting interests, values, and capacities together to establish a composite view of himself. Following the Tentative period comes the Realistic period starting around age eighteen. This period is also divided into a series of stages entitled exploration, crystallization, and specification. These three activities take the individual through searching, identifying, and implementing a vocational direction. Thus, according to this theory, an individual begins active participation in the process of vocational selection at the onset of adolescence and over the next ten to fifteen years is exposed to rather systematic and regular experiences and activities which culminate in the implementation of a vocational choice. In general, while the original data base of this theory was of a questionable nature, a fair amount of evidence has since been generated to indicate that there is some validity to the notion of vocational choice as a systematic developmental, process, although the particular stages and timing do not necessarily conform to the ones described by Ginzberg and his group. The contribution of the Ginzberg group was in its emphasis on the developmental nature of the process. One very important shortcoming of their approach was in the implicit assumption that vocational development ceases after the initial implementation of a career choice, when, in fact, we realize now that important career development activities occur throughout one's lifetime.

Another early writer dealing with career development theory was Anne Roe (20: Roe, 1957; 21: Roe and Siegelman, 1964). Roe's theory also emphasized development, but in a slightly different way than the Ginzberg group. Roe was concerned with the effects of early childhood experiences on the development of personality, and in particular, the development of needs within people and the consequent effect of various needs on the individual's orientation toward or away from interpersonal activities. It is Roe's contention that early experiences influence an individual's orientation to the interpersonal world around him in a way that leads him to move toward or away from people. Furthermore, Roe developed an occupational classification system which allowed her to make predictions about the nature of the occupations that an individual would prefer if he was person oriented as opposed to those he would approach if he were not oriented toward people. While a considerable body of research exists testing Roe's theory (15: Osipow, 1968), most of it has yielded data that do not support the theory in its general outline. However, there is some likelihood that were Roe's theory redefined and the links between early childhood experiences and personality more clearly delineated, Roe's theory might be shown to have greater validity than is at first apparent (17: Osipow, 1970). For example, it is widely accepted that certain childhood experiences, in combination with heredity factors, influence cognitive style, which in turn, may prove to have a rather significant influence on learning different kinds of skills. These skills, in turn, could lead an individual to obtain different qualitative kinds of academic experiences, producing important idiosyncratic feedback. Over a long temporal sequence, such feedback could exert a significant influence on a person's occupational entry. Obviously, however, it can be seen that these links (childhood parental experiences, cognitive styles, differential performance and feedback, etc.) are still uncertain and need to be identified and then substantiated.

Still another significant theorist is Donald Super (23: 1953; 24: Super et al., 1963). Super has taken several important ideas about human behavior and assembled them in a manner that has particular applicability to career development. First of all, Super has postulated that over a period of years an individual attempts to implement his self-concept through his work. Furthermore, Super asserts that to the degree that an individual's self-concept may be expressed in the activities of the occupation he selects and enters, he will have greater or lesser vocational satisfaction and effectiveness. In addition, Super has further elaborated on the developmental stages that the Ginzberg group suggested were important to consider in vocational development. Super (24: 1963) identified five vocational developmental stages beginning around age fourteen: crystallization, specification (18-21), implementation (21-25), stabilization (25-35), and consolidation (35+). Each of these stages indicates the particular vocational or prevocational activities that the individual should be engaging in in order to foster his own vocational development. During the crystallization period, the individual is particularly concerned with relating and integrating his own preferences, abilities, and other important contingencies associated with vocational preferences. These are the years of most interest to most vocational and career educators because they occur during the last four to six years of high school. Unfortunately, Super has little to say in his theory about the earlier years in school (K-7), a period which we are coming to learn is of considerable significance in laying the ground work for the possession of the attitudes and skills necessary for the successful completion of these vocational developmental tasks later.

To the degree, then, that an individual successfully negotiates these vocational developmental tasks, he may be considered to be more or less vocationally mature at whatever stage he happens to be. To assess vocational maturity a number of instruments have been developed. Crites (3: 1965) developed the Vocational Development Inventory, Gribbons and Lohnes (8: 1968) the Readiness for Vocational Planning Scales, and Super and his associates have very recently published an instrument called the Career Questionnaire. These instruments have considerable potential use in helping young individuals assess their own maturity of vocational development and can be used both diagnostically and programmatically.

Super's overall approach to career development has reemphasized the importance of thinking in terms of career patterns in vocational development as opposed to "one-shot, once and for all" career decisions made relatively early in life.

Another significant theorist is John Holland (11: 1966) whose efforts have taken the shape of postulating six types of individuals and six corresponding work environments. The six types are called: Realistic, essentially an aggressive, physically oriented, and masculine person who prefers the concrete rather to the abstract; the Investigative, an individual primarily concerned with thinking rather than acting and who tends to avoid close, interpersonal contact; the Social, who satisfies himself through supportive kinds of vocational activities such as are found in teaching or therapy; social individuals seek close, interpersonal relations; Conventional, who exhibits great concern for order, rules, regulations and self-control; Enterprising, who uses verbal skills to manipulate and dominate other people; and Artistic, who seeks self-expression through artistic means. Over the years since Holland first presented (10: 1959), and subsequently revised (11:1966), his theory, he and others have generated a tremendous amount of data concerning both the validity of his rationale as a predictor of vocational preference along with a great deal of data showing how his theoretical scheme is useful in organizing the world of work. Holland's concern for instrumentation and classification has been an added strength of the theory. Most recently, Holland and his associates have found a way to integrate the theory and the occupational classification into the U.S. Department Dictionary of Occupational Titles classification system (26: Viernstern, 1972 in press) and the Strong Vocational Interest Blank (1: Campbell and Holland, 1973 in press), thus, relating it to two important major streams of thought concerning occupational interest, measurement, and classification. The principal shortcoming of Holland's theory is that it does not provide an adequate explanation of how people become the types that they are; however, the theory does allow us to make some fairly accurate predictions of what type of person we may be dealing with and what type of occupational environment might be particularly suitable for an individual as time goes on. Since this is a matter of considerable concern to educators developing programs of training, Holland's theory must be carefully considered.

Finally, it is important to pay attention to what might be called the social systems or situational approach to career development (15: Osipow, 1968). Here, primary concern is with the factors important to career development that lie outside the individual. Some have called this the accident theory of career development, some have called it the chance theory, but its essence is that it displays a concern for those events which importantly shape the individual's vocational life which stem from factors over which he has no direct control, such as social class membership, sex, race, sometimes finances, the state of the economy, where he happens to live, etc. In another paper, I have proposed the notion (16: Osipow, 1969) that while it is important for us to understand theories of career development from a psychological point of view and important for us to understand those interpersonal personality events that influence careers, it is also important that we pay attention to social systems, and design programs that recognize the influence of these factors. It is possible to defend the viewpoint that individuals follow the course of least resistence in their career development and that opportunities in combination with particular personality characteristics do, indeed, have an important interactive contribution to make concerning career development. People tend to follow that course which is most available to them, which suggests that a sensitive educational programmer would do his best to make as many desirable courses of actions easily available to individuals as he can. This line of thinking also emphasizes the need to help the individual discriminate between the points of control over his vocational life that do fall within his range and those which do not.

What, then, do these theories tell us about vocational development that is significant? First of all, they seem to reveal that there is something systematic about career development, although it may be culturally defined to a large extent. The theories also reinforce the notion that preferences come about in a developmental manner, which may be facilitated by the particular tasks that an individual is confronted with by significant institutions. Next, the theories suggest that while, in general, career preferences move in a narrowing direction, in adolescence they are still broad, relatively undifferentiated, and rather changeable. Finally, theoretically based data indicate that a reasonably good technology exists which permits certain large scale predictions to be made about vocational environments that might be suitable to individuals. These predictions imply that programs should be developed that represent similar broad classes of training, keeping in mind that since vocational preferences are changable in adolescence, these programs should be designed in a way that maximizes the possibility of changing from one program to another when changes appear to be suitable.

WHAT DO WE REALLY KNOW ABOUT CAREER DEVELOPMENT?

Based on a reduction and synthesis of the large mass of both empirical and theoretical literature that exists regarding career development, a number of generalizations about career development can be made (16: Osipow, 1969).

(1) Career development is essentially a socially bound process; that is, some of the events and influences on career development are culture, economy, geography, sex, social class membership, age, and race. The particular combination of these that effect an individual influence his values, opportunities, the capabilities he develops, and the expectancies he generates about his place in the world of work.

(2) Career development is characterized by change; that is, change of two types. One type within the individual, as a function of his age and experience, both of which alter his expectancies, preferences, capabilities. and interests. The other kind of change is external to the individual, with respect to differences in opportunities that are available in the world as a function of changing economics and changing occupations that exist and the phasing out of old careers. Consider within individual change, for a moment. As an example, a study by Hirt (9: 1964) revealed significant differences in aptitude test performance as a function of age. A study by Vroom and Pahl (27: 1971) revealed some interesting differences in risk-taking behavior in adults as a function of age. In addition, much

data exist indicating that individuals vary in their interests as they get older, the Strong Vocational Interest Blank notwithstanding. (It must be noted that one of the great efforts made in the construction of the Strong was the attempt to produce an item pool that was relatively stable over times so that long range predictions about interests could be made. Thus, items dealing with unstable interests were eliminated). Certainly, many aspects of an individual's interests are stable over time and the Strong emphasizes the stable aspects. At the same time, we all know from our own personal experience that our interests are not the same now as they were fifteen or twenty years ago. We are probably no longer interested in playing football, but rather our interest in football now extends to watching it on weekend afternoons. Even professionally, interests change. As teachers, we may no longer want to teach exactly the same courses they did ten years ago, since our teaching objectives are different; as researchers we no longer want to do the same kind of research as previously. One sees his professional world somewhat differently at 37 than at 22. Certain skills have been mastered and developed and a certain background accumulated. An individual's interests and capabilities often lead him to believe he should move on to other activities. This growth is a fairly characteristic experience, particularly among skilled, managerial and professional workers. A study by Siegel and Ghiselli (22: 1971) revealed a relationship between managerial talent, pay, and age and that was not entirely flattering to the older worker. It makes sense that to think that good vocational development during the adult years begins during childhood and adolescence. The early emphasis and attention to early career development does not go to waste if we realize that career development continues during maturity. Important to career development in maturity are the problems of change (14: Mills, 1970).

The notion that change occurs outside the individual is also important. It is clear that many different vocational opportunities exist today as opposed to even twenty years ago, and that new careers are continually emerging. The work week not only shortens, but changes in tempo; working conditions are modified and generally improved; social attitudes toward work change; these are only some examples of the variables outside the individual that influence his view, decision, and style in relation to the world of work.

(3) Career choice is typically accompanied by anxiety in our culture. Freedom of choice is highly prized and accompanied by responsibility for choosing well and accepting the consequences. Since career choice is seen as leading to (or not leading to, as the case may be) the good life, people worry about making a mistake with respect to the choice of their career. They worry about either choosing something at which they will fail, thus, missing out on the good life, or they worry about choosing something that they won't like, which, by definition, will interfere with at least one important aspect, of the good life. Since the decisions are usually made in the context of some educational-institutional program whose goals are, unfortunately, not usually clearly related to the maximization of the individual's potential and peace of mind, these decisions are often made prematurely and too frequently, grossly inappropriate. Gribbons and Lohnes (8: 1968) found that although much growth in readiness for

vocational planning occurs between eighth and tenth grade, a great many decisions are based on irrelevant information and events. Furthermore, once decisions are made, our institutions tend to make vocational preparatory programs difficult for the individual to modify, although there are signs that this is changing somewhat, (e.g., the cluster concept of the U.S. Office of Education) thus, forcing people into inappropriate fields, training them inappropriately, and leading to considerable adult discomfort, dissatisfaction, misery, and ineffectiveness. Since this is fairly well known among young people, their anxiety about their career decisions in the institutional context is further exacerbated.

(4) Abilities play an important role in career development. Much data exist to indicate that certain kinds of work require minimal and distinctive kinds and levels of abilities in order for an individual to perform with some degree of adequacy (e.g., 25: Thorndike and Hagan, 1959, and the General Aptitude Test Battery or GATB). In our culture the role of interests in career choice tends to be overemphasized and adequate regard to the fact that abilities play a critical role in determining occupational entrance and maintenance is often missing. In point of fact, people are more likely to end up doing what they are capable of doing than they are to end up doing what they like to do if there is some inconsistency between the two. In a way, interests serve as a predictive "ceiling," abilities a predictive "floor." There is some evidence to indicate that preferences, in fact, are influenced by success (19: Osipow and Scheid, 1971; 18: Osipow, 1972, in press) instead of the reverse.

(5) It is important to give proper emphasis to the interaction between the individual and his environment. Holland's work (e.g., 12: 1968) regarding the reinforcing or nonreinforcing effect of consistent or inconsistent educational environments on career plans speaks to this point well, as does the work in the area of family background (15: Osipow, 1968, chapter 7) describing the effects of family resources, expectations, strivings for upward mobility, etc. on career development. Holland's research, along with the research of numerous others, (e.g., 5: Elton, 1971; 6: Elton and Rose, 1970; 28: Walsh and Lacey, 1969; 29: 1970; and 30: Walsh, Vaudrin, and Hummel, 1972), tentatively indicate that certain types of individuals are more easily influenced by their environment in their career choice persistence than others, that some environments are more likely than others to produce change, that environmental types interact significantly with personality types to influence change and persistence, and that individuals frequently tend to see themselves as having changed in a way that conforms to the environmental norm.

IMPLICATIONS FOR CAREER EDUCATION

Perhaps the most important implication that a perusal of the career development literature leads to is the need to develop programming which is not too rigid or too tightly conceived. Rigid educational programming all too often is likely to lead to a poor fit between the individual and the skills he acquires through his training, especially in view of the changeability and continuing development of personal attributes of youngsters in the high school years. When educational programming is too tight it frequently does not provide outlets for modification or change, and tends to force the individual to persist in a program which does not fit his characteristics. Such circumstances are likely to be the breeders of high drop-out levels, wasted training, and graduates with no salable skills, or, skills they will not use. For years university programs have been accused of such wasteful programming; the criticism is likely to aptly apply to the secondary level school as well.

The new idea of career education versus vocational education implicitly recognizes the developmental nature of careers, because it builds in the notion that changes occur as a function of growth and maturity. Career education curriculi become progressively more specific as time goes on, but during the early and critical years permit considerable opportunity for program changes that reflect changes in the individual.

The new career education ideas also recognize another important aspect of career development theory, that is, importance of the attitude of young people toward making and implementing educational and vocational decisions. Since career education begins with kindergarten age children, the very early and crucial years can be spent, not in leading the child to develop a specific vocational preference, but rather to help him develop certain fundamental attitudes which will enable him to make necessary decisions later on in a more suitable manner. Skills can be recognized and developed, and attitudes toward oneself in various work settings can be explored. General attitudes toward work itself can be elicited, shaped, refined and internalized, all of which will permit the individual to potentially deal more effectively with the vocational development tasks at the time when these become more insistent and overt.

In summary, it would appear that both the literature in career development and the programs developing in career education relate to one another in that they both view all education as fundamentally career education, though specific skills may be emphasized at different times, depending upon the nature of the emerging career.

In a culture where it is possible to see increasing numbers of people engaging in serial or multiple and second careers, it must be recognized that it is not realistic to expect an individual to choose a career in ninth grade, to train for it, and assume that the issue is forever more closed. The work of Super shows us that this is not so in the data based on his Career Pattern Study. Career development is a lifelong process. At first blush, this situation looks like it presents a serious problem to the educator who tries to plan programs for the high school and junior high school youth, but Cooley's (2: 1967) data, indicating the stability of field preferences during the high school years, suggests a way out of this dilemma by means of education through occupational clusters, the heart of the Office of Education career education programs that are emerging today.

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SECTION TWO

NATURE AND CHARACTERISTICS OF EMERGING CAREER EDUCATION CURRICULUM

Bruce Reinhart

Nature And Characteristics Of Emerging Career Education Curriculum

by

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Prepared for the

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NATURE AND CHARACTERISTICS OF EMERGING CAREER EDUCATION CURRICULUM

Bruce Reinhart

The present emergence of the careers curriculum is a response to the political realities of life in the latter half of the twentieth century. Although the philosophical and theoretical foundations have been slowly evolving in the universities, the careers curriculum did not spring from the brows of the universities' elite educators. We have a rapidly developing career education movement today because politicians have responded to the public's disenchantment with education and to other political realities at home and abroad.

The political realities which undergird the emerging careers curriculum are the result of a convergence of social and economic phenomena. The first reality is well expressed by Grant Venn's thesis (16: p. 1) that technology has created a new relationship between man, his education, and his work in which education is placed squarely between man and his work. Grant Venn points out that this relationship has traditionally existed for some men and some work (on the professional level, for example), but modern technology has advanced to the point where it may now be said to exist for all men and all work. American education has become increasingly dysfunctional for American society because it has failed to respond to this political fact of life. Our public schools responded to the "pursuit of excellence" for the 20 percent of the students who go through college after Sputnik flashed before our eyes, but it has yet to respond to the other 80 percent who will not graduate from college. As long as America's public schools ignore their vocational responsibility to all men and all work, they will be in trouble with the public.

Second, the quality of the nation's educational system is now being measured in terms of national survival. The educational capacity of a nation, as much as its natural resources or its industrial plants, has become a crucial factor in the national defense and international economic competition. As long as educational inadequacies limit our response to totalitarianism and economic dominance abroad, many citizens and officials will continue to feel that our dysfunctional schools are enormously detrimental, that conceivably they may cost our freedom or even our lives.

Third, the continued increase in poverty and its ascending social and economic costs drain the reservoir of resources for attaining national goals. The self-perpetuating cycle of poverty has brought our cities to the brink of bankruptcy. Since the late 1950s this nation has sustained a high level of unemployment which costly remedial programs of training and rehabilitation could not reduce. The continued allocation of Federal dollars to drain the problem of the pool of unemployed, without giving attention to reducing the flow into the pool, is wasteful and inefficient. As long as American education is conceived as contributing to the flow, it will be expected to reform itself.

Fourth, the civil rights movement that erupted in the sixties has drawn dramatic attention to the social, economic, and political deprivations borne by the nation's minorities. Although the movement to obtain the policital rights of minorities has become less violent, the persistent inequalities remain. As increasing numbers of minority group members "come of age" politically, public education will be forced to respond to their distinct needs.

Finally, a general disenchantment with the educational system in America has tended to accentuate the community concern about public education and stimulate the expression of the layman's point of view. In most large cities, and a good many smaller ones, the public schools appear to be in grave trouble.

They are torn apart by conflicts over integration, desegregation, decentralization and community control. Student dissent, teacher strikes, racial conflict, and taxpayer revolts tend to lend credence to the need for education reform from a layman's point of view. And the layman, to be sure, is a practical man who wants the educational system to help him and his children attain the "good" life. Since public opinion is generally supportive of career education, increased disaffection with the public school system will tend to increase the public demand for a careers curriculum.

It is for reasons such as these that the careers curriculum has emerged. Career education is essentially a political reaction to national problems and public sentiments. While our schools of education have been debating the nuances of individual differences, they have missed the social, economic, and political facts of life. Sustained by political realities which are not likely to dissipate, the careers education movement is now underway and appears to have widespread, popular support. It is time that the universities take a serious look at the careers curriculum and become involved in its development, for the careers curriculum needs conceptual direction and pedagogical sophistication as well as internal integrity.

FUNCTIONAL PRIORITY OF LIFE ROLES

The emerging careers curriculum is organized around a functional priority of life roles. The public is rejecting the attitude that gaining knowledge is a worthwhile end in itself. In the popular mind, education must be applicative, that is, it must provide means for solving the students' needs. To be accountable, education must be evaluated in terms of role performance and problem solving. This is, in part, because role performance and problem solving are more readily assessed than are the subtler qualities of spontaneity, emotional maturity, freedom, and creativity.

One of the better statements about a careers curriculum has been made by Keith Goldhammer. Goldhammer (9) affirms that one of the primary purposes of education is to assist the student in becoming a "fully capacitated" individual. "Fully capacitated means that the school shall assist the student to perform all of his life roles with the skill, knowledge and understanding necessary for his acquiring the competence necessary to be successful in all of them. If . . . a man's life is divided into the roles which he performs, then each role suggests a basic career pattern." Goldhammer identifies five such careers "which should constitute the framework within which all content of the curriculum is organized." These careers are:

1. A producer of goods or a renderer of services
2. A member of a family group
3. A participant in the social and political life of society
4. A participant in avocational pursuits
5. A participant in the regulatory functions involved in aesthetic, moral, and religious concerns

Although Goldhammer concedes that "none of the five careers identified can be eliminated without doing violence to some aspects of the school's responsibility for assisting the student to become effective in all of his life endeavors," he affirms that the vocational career (producer of goods and renderer of services) provides the central focus of the careers curriculum. His reasons for this are:

1. A person is primarily known for the occupation or profession in which he is engaged.
2. Such training helps the student become an economically self-sufficient

individual, a wage earner and a payer of taxes.

3. It is possible to build a functionally relevant curriculum for each learner based upon a careers theme.
4. We must face the reality of the present economic and psychological crises which confront our nation.

It should be observed that organizing a curriculum around these five career roles is an affirmation of the social maintenance function of education. The progressive and meliorist values of American society, coupled with its rapid rate of social change, tend sooner or later to convert almost all aspects of national life into "problems." In this instance, the "problems" imply reform or change of the school curriculum in order to maintain the social order.

Successful performance by future citizens in a vocational career, for instance, would help solve the problems of unemployment and underemployment, sharpen our competitive edge with other industrial states, relieve the tax burden, and contribute to the economic wealth of the nation. The successful performance in the family career would resist the disintegration of the American family and undergird the home as a stable, social unit. A successful career in community life would help combat the problems of urban deterioration and decay by developing socially responsible citizens. The advocacy of an avocational career is a plea for responsible leisure in a world in which anomie and alienation have led to individual and social disorientation. A successful career in aesthetic, moral, and relgious concerns would help build a cohesive value system by which common appeals could more easily regulate and maintain the social order.

Whatever else it is, the emerging careers curriculum is a socially and politically conservative phenomenon which affirms the role of social maintenance of the public schools. The movement is strongly supported by external political forces based upon public concerns which are the consequences of rapid social and technological changes. The careers curriculum is popularly seen as a problem-solving response to combat the ills of the social and economic order. Since the rate of change in our society is not likely to diminish nor the resulting problems abate, the emerging careers curriculum will not lack public support.

FUNCTIONAL UNITY

A second characteristic of the careers curriculum, functional unity, will undoubtedly be the most difficult to achieve. The emerging careers curriculum purports to integrate the entire school curriculum--academic, general and vocational--in such a way that all education will be functionally related to the performance of career roles. The careers curriculum, it is proposed, will become the vehicle for carrying the load without diminishing the educational objectives of academic curricula. In return, the academic curricula will relate their subject matter to career roles. Thus, the careers theme will be infused into and diffused throughout the total curriculum of the school.

Earlier in this century, Max Weber (8: Gerth & Mills) observed that tension was building within the educational institution, introduced by the ever increasing importance of expert and specialized knowledge.

> Behind all the present discussions of the foundations of the educational system, the struggle of the "specialist type of man" against the older type of the "cultivated man" is hidden at some decisive point. This fight is determined by the irresistibly expanding bureaucratization of all public and private relations of authority and by the ever increasing importance of expert and specialized knowledge. This fight intrudes into all intimate cultural questions.

This hidden fight which Weber discerned has often burst into open warfare in our technological age. The battle over education and intellectual life in our time has accentuated the distinctions between the expert and the cultivated man, the specialist and the generalist, the scientist and the humanist. Since Weber observed this obscure phenomenon, each advancing stage of science, technology, and industry has increased the forces of vocationalism in education. As a result, education has begun to play an increasing role in preparing men for work and allocating them to different types and levels of labor. In fact, education has become so fused with industry that it is now seen as part of the economic foundations of society.

As Western industrial society becomes more complex, the formal task of developing Americans as both cultivated men and experts becomes more difficult and problematic. The average adult needs to know more to function as either a cultivated man or worker. The expansion of knowledge has so fragmented the simple cultural premises of the past that they have become only a prologue to the diverse and wide-ranging interpretations of what is essential knowledge today. Furthermore, some people feel that it is literally impossible to accomplish the task of educating an individual as a worker, citizen, and cultivated man in the time available.

> Longer, more intensive preparation for work means that the time given to vocational training competes with general studies. The conflict in American secondary schools between vocational training and general education is rooted in the tendency of formal education to be swamped by the task of cultural transmission. There is not enough time in the school day to do all the things asked, and time is more squeezed as the cultural burden grows heavier.(4: Clark, p. 19)

The early battles of vocationalism were fought at the professional level. As a result, the highly educated men in contemporary society are commonly prepared as experts to supply the needs of industry, business and government.

> The organization in this country that employs most Ph.D's today is not Harvard or Yale or Illinois or Michigan. It is DuPont. Furthermore, General Electric has more than twice as many Ph.D's on its staff as Princeton; Shell has more than MIT, Union Carbide or Eastman and IBM has about as many as Northwestern or Cal Tech. As a matter of fact, industrial firms like these probably employ more Ph.D's today than all the liberal arts colleges in the country...The Federal government has more than any of these, about as many as the top 10 universities put together. (1: Berelson, p. 56)

We witnessed another example of education's response to vocationalism in higher education after Sputnik, one symbol of technological achievement, flashed before the world's eyes. The immediate U. S. response, the creation of the National Defense Education Act, was predictable. The Act was designed primarily to bolster science, language, mathematics and engineering programs for the intellectually-talented, degree-seeking student.

The battle has now been joined by the career educators. Their strategy, however, is not to force confrontations between traditionally incompatible disciplines. They propose to combine the pedagogical heritage of our past and the technical sophistication of the present to create an educational system that has a relevant academic curriculum and a humanistic vocational curriculum. Such a system, with a careers theme infused into and diffused throughout the total curriculum of the school, will have a functional unity that will serve both student and society. Only time will reveal whether career educators can accomplish their goal.

STABLE WORK PERSONALITIES

"The ultimate goals of career education," writes Frank C. Pratzner (13: p. 13), "are individuals with stable work personalities who are (a) adjusted to and satisfied with their occupational role and with their other roles in society;

(b) satisfactory to both their employers and to the society of which they are a part; and (c) employed in an occupation contributing to a balance in the supply and demand for professional and non-professional manpower." In other words, the goals of career education are designed to maintain our work-oriented society. They call for satisfaction in role performance of the individual, his employer, and the society despite the fact that our social stratification system places stringent limitations upon the allocation of rewards. Mutual satisfaction in role performance by all parties is impossible in any competitve system of social stratification, even without the constraints placed upon it by the laws of supply and demand of manpower.

Although the goal is impossible to attain, the careers curriculum makes an attempt to improve upon the substantial failures of contemporary education by (1) greatly expanding the impact of guidance and counseling services and incorporating elements of guidance theory and practices in the classroom instruction; (2) introducing extensive information about the world of work in treatment units; (3) relating the world of work to educational options; (4) developing employability skills, as well as employment skills; and (5) assuming responsibility for placement of all exiting students in an occupation or in an institution for further education.

Since the systems of social stratification are major factors in the attainment of this goal, let us look at the dynamics of these systems. First, systems of social stratification are based upon an interaction of internal differentiation and evaluation. All human societies, past and present, have been internally differentiated. Western industrial societies differ from primitive societies only in the degree of complexity. Our society demands multitudes of semi-skilled, skilled, and professional workers. The scientific revolution which started with steam engines and spinning jennies has progressed to atomic energy, automation, computers, and chemical materials. Each technological possibility has been defined as a new human need; as a result, the internal differentiation of modern society continues.

Not only is our society highly differentiated occupationally, but each differentration is valued differently; and so also are the persons associated with each role. This differential ranking between roles often creates dissatisfaction in occupations with lower status. Even in trying to reach common goals, where each man fulfills a function that serves another man's needs, a different value is placed on his respective role. For example, scientists and engineers enjoy a higher status than technicians, although all personnel are dependent upon one another to place men on the moon.

If a society is to be functionally integrated, there must also be a consensus on the values placed upon each role. Men must share a common set of values; they must be a part of what Durkheim called a "moral community."

Furthermore, in order to be viable, systems of social stratification must fulfill both an integrative and an instrumental function. The essential function is to integrate society by reflecting a common set of values. The instrumental function is to provide the vehicle and rewards for maintaining its structure of differential rankings.

Because a careers curriculum is functionally linked to social stratification through occupational identities, it will serve an important social maintenance role if it successfully generates satisfaction of career roles by all pertinent parties (students, employers, and the society in general). But it will not serve this function if it does not contribute to satisfactions or if the supply of trained manpower does not meet the needs. It remains to be seen, however, if career education can be more successful than contemporary education in developing stable work personalities in our stratified society.

CAREER ACCOUNTABILITY

One of the significant characteristics of the emerging careers curriculum is that it assumes a responsiblity for _all_ of the nation's youngsters. One of the goals of the Comprehensive Career Education Model (CCEM), for instance, is to place all exiting students either in an occupation or in an institution for further education. This goal is not limited to graduates, but also includes dropouts who leave the system.

Since most positions in the American occupational world now have some type of educational prerequisites, the process of student allocation in public schools begins early in the elementary grades and continues throughout the child's schooling. The process is complex, as any cumulative folder will illustrate; furthermore, it involves testing, grading, counseling, and guidance. In general, students with low aptitude and low achievements receive minimum amounts of general education and are directed toward "practical," terminal curricula which may or may not prepare them for an occupation. Students with high aptitude and high achievements are guided into more demanding, liberal arts programs with a minimum of "practical" courses. Their curriculum is designed to prepare them for higher education and occupations with higher status.

But, as Martin Trow (15) points out, the rapid growth of higher education since World War II has placed the secondary school system in an increasingly difficult position. With college enrollments now over seven million and still increasing, and with the "open door" policy of community colleges, resistance to allocating students to terminal programs is increasing. The growth of college enrollments has been transforming what has, for 60 years or more, been predominantly a system of mass terminal education into one that is increasingly required to prepare large numbers, perhaps the majority, of students for college work. Furthermore, parents, with increasingly more formal education, are resisting terminal programs for their offspring. Likewise, minority groups, who view the allocation system as a means of exploitation, are also resisting terminal allocation. As a result, the secondary school system is increasing abdicating its function of terminal student allocations and passing the problem on to post-secondary institutions.

Although career educators deny that they will attempt to slot youngsters into career roles, they are assuming the responsiblity of "placing" all students upon their exit from the system. They are creating models that incorporate the development of career awareness, career exploration, and career preparation. In fact every student in the Comprehensive Career Education Model will receive entry-level training in some occupational area, whether he plans to continue his education or not.

The objective to prepare every youngster for an entry-level occupation, whether he attends college or not, will severely tax the existing vocational programs of any school district that adopts a careers curriculum. Presently, existing programs simply cannot transmit entry-level skills to all students. Meeting this objective means that school systems will have to greatly expand their campus vocational offerings, work study programs, cooperative education programs, and perhaps seek outside help from performance contractors or proprietary schools. It will also mean that they will have to recruit many additional vocational educators and will have to expand their facilities. It will probably mean the development of dependencies upon industry for adjunct faculty and facilities.

The problem of developing a careers curriculum in American public education to accommodate the 80 percent of the students who do not graduate from college is plagued by the fact that there is no existing "system" of career education, even in an embryonic state. Marvin J. Feldman (7: p. 334) describes the lack of a system in the following statement about vocational education:

> It is impossible to study vocational education in the United States without realizing that, in fact, there is no "system" of vocational education; there are schools of all kinds, at all educational levels, but there is no system with a logical progression from school to school and from level to level. For sixty years vocational education has been confused with practical training required for a job and has been regarded as separate and distinct from "education' as such. It is offered at the end of a process of compulsory general education and is concerned with only a fraction of the labor force. It is associated with manual occupations and is thought of as inherently inconsistent with the ideal prospect of higher education for its pupils.

Although American public education strives to give the student every opportunity to develop his talents at the highest possible level, the definition of the highest possible level is always in terms of verbal skills. Under current conditions, the student is always urged to prepare for college and to do nothing that might impair his ability to attend. Students who are "sized up" for a career that requires less than a college education are channeled into vocational courses and are literally abandoned by the educational system.

Career educators have recognized that a system is lacking which creates for students a career "ladder" beginning with the lowest entry-level skills and climbing to the highest professional-level skills. They are attempting to articulate such a system and are also trying to avoid a dichotomy of academic and vocational careers at every level on the ladder. Although we can expect to see some significant success in these attempts at the secondary level, the difficulties of building and articulating this system between secondary institutions and institutions of higher education are monumental.

Furthermore, in accepting the responsibility of placing all the nation's children in either an occupation or in an institution of further education, career educators are also assuming responsibility for the disadvantaged. It should not go unnoticed that this general accountability for all students, including the disadvantaged, is a relatively recent development. Trow (15: p. 12) has written:

> A growing part of the political and educational leadership in the United States is increasingly committed to the radical conception of equality of opportunity. (This was a central though obscured issue in the presidential election of 1964.) This marks a profound shift in the dominant conceptions of equality in America and in the public policies necessary to achieve that equality. It certainly was not Jefferson's conception of educational opportunity when he proposed to "sift the rubbish" for the few ablest youth of humble origins whom the state should aid in gaining secondary and higher education. It was not even the conception of equality of educational opportunity that underlay the establishment of the common school in America, or that led to the natural extension of that policy in the creation of a free universal and comprehensive system of secondary education between the Civil War and World War II. The Comprehensive public high school and the growth of the junior college and of mass higher education today can be seen as the fullest expression of the liberal conception of equality of educational opportunity. They are based on the recognition that the more advanced the nonselective education that is provided, the more attenuated are the handicaps of humble birth for educational achievement.

Despite the fact that educators have recognized their responsibility to the disadvantaged and our political leaders have demanded responsible action, the schools have not yet fulfilled that responsibility. Career education will attempt to work with the disadvantaged by providing them with more vocational programs, by accommodating students who do not have verbal skills, by attempting to make academic education relevant to all careers, and by developing a system within education which will be amenable to a progressive development in career growth.

DEVELOPMENTAL CONCEPT

"The premise . . . that an entire system of education can be unified around a career development theme, may seem pretentious, but it is neither premature nor is it an impossibility," insists Edwin L. Herr (10: p. 1). Career educators would agree that it is not premature. The irrelevance and lack of specific purpose of contemporary education can be readily documented. Obviously, career educators do not think it is an impossibility. The United States Commissioner of Education, Sidney P. Marland, Jr., has made career education the major goal of the Office of Education and career educators are seriously attempting to install it in public schools. If they are successful, they will demonstrate an integrated, developmental curriculum beginning in kindergarten which will help students fuse their self-concepts, knowledge of environmental options, and acquisition of requisite skills into meaningful, satisfying careers within the American social structure.

At the present time, however, the failure of public school systems in attaining such an objective for large numbers of students is intolerable, if not inhuman. The case study of San Jose Junior College by Burton R. Clark is one of the more striking examples of what happens to many students who graduate from high school and enter college with no realistic resolution of career options which are compatible with their personal abilities and educational preparation. In the following passage, Clark (5) describes the fate of the "latent terminal student" (about 55 percent of the junior college of students in California) when they pass through the "open door."

> It has been indicated that, as a new junior college, the San Jose institution was committed to the admission of all applicants to an unrestricted choice of curriculum by the entering student. The question may now be raised as to what these commitments entail for college management. As previously seen, the entering students were oriented toward transfer; at the same time they proved to have low academic aptitude and many had poor achievement records in high school. The resulting disparity between the desire and capability of many students meant that the college was faced with the alternative of either allowing students of low promise to complete junior college work and transfer elsewhere or denying them the opportunity to transfer. The first alternative is easier to accept in day-to-day operation because it soothes relationships with students, but it is not promising for the academic reputation of the institution. . . The student who cannot or will not perform at the "college level," as this is defined by other colleges, needs to be convinced that he is not capable of undertaking a more extended college education.
>
> Caught between its own open door and the standards of other colleges, therefore, an unselective two-year college needs to "administer" the student who is, in fact, destined to be a terminal student but who does not know it or refuses to recognize this likelihood at the time of entry. The person who earmarks himself as a terminal student is no special problem nor is the candidate for transfer who comes with high scholastic promise. For the pure terminal and the pure transfer students, destiny is in line with intention. The procedure-shaping type of student is the latent terminal, the "overintender" whose transfer status as student belies his terminal future.

Continuing his case, Clark described the innovative mechanisms by which this junior college performs a "cooling out" function by providing structured alternatives. "The latent terminal student is allowed into transfer curricula but encounters counseling and testing that invite him to consider alternatives, subtle pressures to hedge his bet by taking courses that serve a terminal destiny, tough talk in orientation classes about realistic occupational choice, probationary status perhaps, and finally grades that will not allow transferring." In this process, the student is "let down" gradually and "moves through a funnel, with various persons and devices gradually narrowing his movement."

It should be noted that the "cooling out" of a terminal student in a junior college is a better deal than what is offered to many high school graduates who cannot find their way across the chasm between school and work. Of the 2.5 million students who leave the formal educational system of the United States each year without adequate preparation for work, many are unemployed or work for poverty wages, and others drop out of a university as a "public" failure in their community reference groups. Hopefully, the latent terminal will have remained in school long enough to deal with his problems more realistically and to obtain some entry-level skills for a meaningful and satisfying career.

The developmental concept in the emerging careers curriculum draws heavily from the area of vocational guidance. Success with the careers curriculum will mean that many of the constructs and propositions from vocational guidance theory must be embodied in the classroom instruction, as well as in the counselor's office. Arthur H. Brayfield, (2) however, has pointed out that the term "theory" as applied to vocational development is somewhat pretentious if used in the strictest sense. If one views the dominant approaches to career development with some objectivity, it is clear that even though no single approach yields the comprehensiveness desired, in a collective sense, a conceptual frame of reference exists. Samuel H. Osipow (11) has placed career-development theory into four categories: trait-factor approaches, sociology and career choice, self-concept theory, and vocational choice and personality theories. The emerging careers curriculum is greatly dependent upon the constructs and propositions within this body of theory to explain differential vocational behavior and decision-making, as well as to facilitate such developmental processes.

The influence of the developmental concept upon the emerging instructional program of the Comprehensive Career Education Model has been considerable.

Consider, for example, the following eight "necessary and sufficient" elements and their related outcome upon which that curriculum is based:

career awareness	leading to	career identity
self-awareness	leading to	self identity
decision-making skills	leading to	career decisions
appreciation and attitudes	leading to	social self fulfillment
economic awareness	leading to	economic understandings
skill awareness and beginning competence	leading to	employment skills
employability skills	leading to	career placement
educational awareness	leading to	educational identity

One of the more obvious implications of the emerging careers curriculum is that the traditional role of the counselor must change and that other professionals will have to implement the developmental concept. What the counselor has traditionally considered his responsibility is being incorporated into the curriculum, including developmental approaches to increased self-understanding, knowledge of the world of work, and the development of decision-making skills. Curriculum specialists must now be knowledgeable about the transition, decision, and action points in the developmental life of the student. Teachers must know how to recognize the symptoms of these developments in students, be trained to deal with them in an instructional role, and be able to utilize other resources as needed. Obviously, school districts planning to install a careers curriculum will have to deal with the changing roles of their personnel. Guidance counselors may often be unprepared for their new roles and reluctant to change from their traditional modes of operation. The district must also train other personnel for the delivery of a developmentally-organized careers curriculum.

PUBLIC PARTNERSHIP

The decision to develop and implement a careers curriculum has extensive implications for a school district. An entirely new relationship between school and community must be established. This relationship demands an open administrative point of view which eliminates the barriers between school and community and encourages a thorough, two-way flow of communication. It means that industrial personnel, parents, civic leaders, and other community representatives will frequently participate in decision-making along with educators. It means that some members of the community will assume teaching roles. It means that students will meet in a variety of learning environments provided by private and public, small and large, business and industrial establishments, in addition to conventional classrooms.

There are two major reasons why career educators must develop this public partnership. First, school systems do not have the faculties nor the facilities to provide adequate career education for their entire clientele. Furthermore, they do not have sufficient knowledge to build a careers curriculum by themselves. It is literally impossible to provide adequate validity for a careers curriculum without outside help. Therefore, school systems which are serious about career education must acknowledge their dependencies upon the community's resources and knowledge.

Second, public school systems need the community's acceptance of a careers curriculum. Community leaders, parents, taxpayers, community organizations, special interest groups, and the mass media all have the potential to sabotage the emerging careers curriculum. Whether the new curriculum succeeds or fails will frequently depend on whether it generates sufficient public understanding and support. At the present time, there is popular support for career education, but every significant, innovative intervention in public school curricula potentially meets resistance, if not open hostility (3: Brickell & Aslanian, p. 27)

Scott M. Cutlip (6: p. 2) has warned that the "papa knows best" attitude of the contemporary school administrator is a serious barrier to establishing a careers curriculum. He states:

> The failure of many educational administrators to take the public into partnership is born in part of their instruction in the art and techniques of administration. Much of this instruction in schools of education has its origin in the scientific management theories of Frederick W. Taylor, introduced in industry early in this century, or in the theories of Weber. The latter have perhaps been more influential in education. The traditional organization theories of "Scientific Management" in Taylor's terms or "Administrative Management of Bureaucracy" in Weber's terms have tended to view the human organization as a "closed system." The tendency has led to a disregard to differing organizational environments and of the nature of organizational dependency on environment. It has led to an overconcentration on principles of internal organizational functioning, with consequent failure to develop and understand the processes of feedback essential to survival. This is as outmoded as the "public be damned" attitude of the schoolman toward the publics upon whose support they must depend if they are to accomplish their mission.

Whether Cutlip has traced the "papa knows best" attitude to its origin or not, it is becoming increasingly obvious that a careers curriculum can neither develop nor survive in a closed system.

The careers curriculum is dependent upon the recognition of the schools' reciprocal relationships with the community. The philosophy that schools are within, but not a part of, the community will doom career education. Cutlip (6: p. 13) put it this way:

> . . . the unseen "walls" which surround and enclose a school system within rational administration controls the curriculum, teaching effort and pupil response, exist only in the administrator's mind. In fact, there are no walls around our schools. Their absence permits community opinion to flow as freely into the schools as pupil, teacher, and administrator opinions flow back into the community. The external opinions of the community must be faced, and understood, and dealt with inside the school system. There is no escape from this harsh reality.

An awareness of the school's dependency upon its environment requires an administrative posture that goes beyond "public relations." The words "public relations" suggest practices that leave the organization intact or unchanged using routine devices for smoothing over difficulties with particular groups. But when a school district becomes aware of a more profound dependency on outside forces, even its conception of itself may change with consequences for recruitment, policy, and administrative organization. This is required for the emerging careers curriculum.

But do the public schools really want a careers curriculum? Do they want to share their decision-making roles with "outsiders?" Do they actually wish to bring community personnel into the classroom? Are educators ready to admit that they do not have enough knowledge to do the job by themselves? Are they prepared for the consequences of organizational change? Can they deal with their own anxieties and fears? Are they ready to move toward the unknown?

What shall we do? What shall we be? These are the questions! They are difficult to answer about one's personal life, but answers get even more complicated when the character of a school system is at stake. Yet, they must be answered before a careers curriculum can be implemented. The development and installation of a careers curriculum will necessitate a major philosophical reorientation of the entire system, a major realignment of the district's organization, and an internal adaptation to a significantly different set of commitments. It is questionable whether all school districts currently attempting to install a careers curriculum realize the significance of their decision.

SYSTEMS APPROACH

Perhaps no curricular innovation has ever been more dependent upon a systems technology than the emerging careers curriculum. The assembly of the Comprehensive Career Education Model could never be accomplished without it, nor can any school district install a careers curriculum without installing a system to develop and manage it. At a minimum, emerging careers curriculum depends upon a systems approach for the following tasks:

1. To relate the philosophical and theoretical concepts to the desired outcomes and mechanisms for producing the outcomes;
2. To interface the various components, for example, curriculum, guidance, in-service training, community relations, evaluation;
3. To develop supporting information systems, such as pupil data system, career information system, community resource system, placement and follow-up system;
4. To articulate the relationship between instructional levels and educational institutions;
5. To develop program units and instructional methodology;
6. To coordinate programs designed to generate institutional and community acceptance;
7. To develop formative and summative evaluation and feedback;
8. To select and set goals and establish priorities; and
9. To manage the allocation of resources and time.

The development and installation of a careers curriculum is a complex task which requires a systematic unification to maintain its integrity. It is the most comprehensive task in educational innovation to challenge the systems approach in our time.

The educational community has begun to adapt some of the planning and management tools used in government, business, and industry to educational problems. Examples of some of the planning tools now available--although some of them are in early developmental stages--include the systems approach, planning-programming-budgeting system (PPBS), use of models and simulation, program evaluation and review techniques (PERT), critical path method (CPM), cost/benefit analysis, needs assessment, and an assortment of forecasting techniques.

Critical to the new planning technology are the careful formulation of objectives and the establishment of priorities; the stipulation of product performance specifications by which achievement of objectives can be measured; and the analysis and selection of alternative means for meeting objectives. Fortunately, educators have been wrestling with some system-type problems long enough to have experienced some of the basic problems and to have found solutions.

The movement to state learning objectives in behavioral terms has had a great influence upon the development of the Comprehensive Career Education Model. Because of this project, a definition of the careers curriculum now exists in hundreds of behavioral statements related to goals, elements, themes, levels, and developmental tasks. These statements are designed to facilitate the exportability of career education.

Programmed instruction, as a technology, has also made an indirect contribution to the emerging careers curriculum. The techniques of defining at the outset the desired behavioral change in the student and breaking down material to effect this change into a logical series of minute steps which the student can handle are basic to curriculum development. The systematic steps of programmed learning involving encouragement and reinforcement; immediate recognition of each increment of knowledge; continuous testing to determine whether or not the specific behavioral changes have occurred; and the redesigning of the system until the behavioral changes are attained have demonstrated the value of a systems approach for facilitating career development.

The area of evaluation has also responded to the necessity for objective assessments of student behavior and program outcomes. The emerging careers curriculum depends upon systematic evaluation to demonstrate its validity and assumptions. Today, however, very little of the emerging careers curriculum has been validated or tested, but the Comprehensive Career Education Model has placed a high priority on the validating of treatment units and the measurement of outcomes.

Eventually all educational innovations, including the careers curriculum, must answer the basic question raised by Murray G. Phillips (12: p. 373): "Which resources or combination of resources (people, places, media) are appropriate for teaching what type of subject matter to what type to learner under what conditions (time, place, size of group and so on) to achieve what purposes. Abstract or global concepts are not sufficient to answer this basic question. It is necessary to define the specific and measurable competencies which students are to possess upon completion of the program. They must be broken into components in ways which diminish semantic affects and incremental goals which are so general that they are not susceptible to programming or measurement.

The systems approach to a careers curriculum must encompass more than the curriculum per se. The installation of the careers curriculum requires broad and comprehensive planning. It will eventually involve the school administration, school facilities, faculty, school finances, community resources, and community influences, as well as curriculum and instructional methods. It is bigger than a project, broader than a program, and more encompassing than educational reform. It requires the development of long-range goals and objectives, as well as the proposed utilization of human resources to accomplish such goals.

Any school system that attempts to install the careers curriculum will discover its wide scope. Yet, it does not duplicate the efforts of other disciplines in education, such as research, evaluation, and the collection, processing, and analysis of statistical data; it merely draws from all of these resources.

Furthermore, the installation of a careers curriculum is a continuous, long-range activity which will involve the conscious selection of goals; the analysis of these goals from the standpoint of the desires, needs, and resources of the community with respect to their order of priority and their implications and probable consequences; and the selection of the most efficient and acceptable means for attaining them.

The serious adoption of a careers curriculum is a task of great magnitude. It is an innovative effort of greater complexity than most school districts have ever attempted. No school system should attempt it without first considering the scope of the task, their available resources, and their system's capability to manage it.

SUMMARY

The careers curriculum has emerged today as a response to political realities which are sustained by problems not likely to diminish. From a national perspective education has become increasingly dysfunctional. It has failed to respond to the emerging technology that has created a new relationship between man and his work, and does not satisfy the educational demands for national survival. Our present educational system contributes to the pool of the unemployed and underemployed, fails to meet the needs of the nation's minorities, and has accentuated community concerns by its own inner strife and strained community relations. Career education is seen as a practical solution to these national problems.

The emerging careers curriculum is organized around a functional priority of life roles (careers). The vocational career provides the central focus of the careers curriculum; although other careers involving the family, social and political life, avocational pursuits, and the regulatory functions of aesthetic, moral, and religious concerns are also considered necessary to an adequate careers curriculum. Whatever else it is, the emergence of the careers curriculum is a socially and politically conservative phenomenon which affirms the role of social maintenance of the public schools.

The emerging careers curriculum purports to integrate the entire school curriculum--academic, general, and vocational--in such a way that all education will be functionally related to the performance of career roles. In its attempt to create a functional unity, it must confront the long-standing strife between educators over the education of the "specialist type of man" and the older, "cultivated man." The strategy, however, is not to force confrontations between traditionally incompatible disciplines, but to combine the pedagogical heritage of the past and the technical sophistication of the present to create a unified educational system that has a relevant academic curriculum and a humanistic vocational one.

In attempting to develop stable work personalities, career educators are challenged by social stratification systems. Although these systems fulfill integrative and instrumental roles for society, they are also based upon an interaction of internal differentiation and evaluation. This differential ranking between roles often creates dissatisfaction in occupations with lower status. Because the careers curriculum is functionally linked to social stratification through occupational identities, it will serve an important social maintenance role if it successfully generates satisfaction of career roles in all participating parties.

Career educators are assuming the responsibility of career accountability for all the nations' youngster through career preparation and placement of all exiting students. This goal must overcome the problems of grossly inadequate vocational programs and facilities and the lack of existing system of career education. The placement of students must deal with the resistance to allocating students to entry-level or terminal programs and the special problems of the disadvantaged.

The careers curriculum is based upon a developmental concept. If they are successful, career educators will demonstrate an integrated, developmental curriculum which will help students fuse their self-concepts, knowledge of environmental options, and acquistion of requisite skills into meaningful, satisfying careers. The developmental concept draws heavily from vocational guidance theory, permeates the curriculum and the instructional programs, drastically alters the role of the counselor, and relies upon the total school staff for its implementation.

The decision to install a careers curriculum requires an entirely new relationship between school and community. This relationship demands an open administrative point of view which eliminates the barriers between school and community and encourages a thorough, two-way flow of communication. It goes beyond "public relations." To install a careers curriculum, school systems are dependent upon community acceptance, facilities, and manpower.

The installation of a careers curriculum requires long-range, comprehensive planning. It is an innovative effort of greater complexity and magnitude than most school districts have ever attempted. However, no school system should attempt it without first considering the scope of the task, their available resources, and their system's capability to manage it.

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   ADDITIONAL NOTE: A sampling of student, staff and parent opinions on career education in the six school districts, participating in the Comprehensive Career Education Model revealed widespread favorable attitudes. "Pupils, staff, and parents all have extremely positive attitudes toward career education. They evidently think that career education is important and that schools would be better if it were available. They believe that career education can change a person's future. They believe that it can lower the high school dropout rate and increase employment. And they do not regard it as a fad that will be forgotten."

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SECTION THREE

THE EMERGING SCHOOL-BASED COMPREHENSIVE EDUCATION MODEL

A. J. Millar

The Emerging School-Based Comprehensive Education Model

by

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COORDINATOR FIELD SERVICES & SPECIAL PROJECTS
THE CENTER FOR VOCATIONAL AND TECHNICAL EDUCATION

Prepared for the

NATIONAL CONFERENCE ON CAREER EDUCATION
FOR DEANS OF COLLEGES OF EDUCATION

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(Under a Grant from the U.S. Office of Education)

THE EMERGING SCHOOL-BASED COMPREHENSIVE CAREER EDUCATION MODEL

Aaron J. Miller

BACKGROUND

A crucial concern in our present educational system is the lack of relevance of existing curricula for the majority of students. In the view of many students, teachers and parents, the American educational system does not reflect our social realities. Largely because of this incongruity between the career development needs of students and their school experiences, a significant portion of students drop out before completing high school. Further, many of those who do complete high school have little basis for selecting a satisfying career consistent with their individual needs and interests.

Most existing educational systems in this country do not adequately acquaint the student either with a knowledge of the broad range career opportunities open to him, or with the requirements necessary for adequate career preparation. Traditionally, there has been minimal acceptance by our school systems for the responsibility of placing every student in a "next step" after leaving school, whether it be in a job or in the next educational rung of some career ladder.

Because of these inadequacies, a need has arisen to develop an educational system which restructures the entire educational program around career development. Such a system must ensure that every student completes an educational experience that integrates academic skills with occupational skills. Regardless of his exiting point in the system, the student's options must be open for either entering the labor market in a productive career, or for pursuing the post-high school educational path consistent with his or her career development goals and aspirations.

There are a number of alternatives to the present educational system which might provide the relevance necessary to prepare students for productive careers of their choice. One alternative would be to utilize the business, industry, or professional community as a training agency. Such a choice would reject the existing school system as the vehicle for specific career skill preparation. Another alternative would be to create a parallel educational system devoted to the pragmatic needs of career development. With such a parallel system, the student could shuttle back and forth between the two educational systems. Such an alternative would be duplicative, expensive, and further entrench the onerous consequences of a multiple track system.

A third and more practical alternative would be to utilize the existing educational system, and the available resources and investments in order to create more relevant educational programs. At the beginning of the 1970-71 school year, there were over 17,000 operating school districts in the United States with a total combined annual expenditure of more than 44 billion dollars (6). It is highly unlikely that taxpayers will be eager to duplicate existing investments to create duplicate school systems that are more relevant to student needs.

With the crucial need for an educational program developed around career relevance, it is necessary to develop, test, and install a career education system. This system must have the potential to revitalize the total educational program of a school district by structuring student experiences around career development objectives. The development and testing of such a system should take place in a variety of pilot test settings which could test the efficacy of such a model in schools with differing cultural settings, demographic characteristics, levels of school support, and other crucial variables which characterize our nation's many school districts.

In the Comprehensive Career Education Model, developed by The Ohio State University under the sponsorship of the U.S. Office of Education, six pilot test sites were selected. These sites included the entire school districts of Hackensack, New Jersey; Pontiac, Michigan; and Mesa, Arizona; and one administrative attendance area of Jefferson County, Colorado; one attendance area within Atlanta, Georgia; and one attendance area within Los Angeles, California. In all, there are some 85,000 pupils in these six school districts with about 4,200 certified teachers and administrators.

The development of a school based Comprehensive Career Education Model is presently taking place in a partnership effort between The Center for Vocational and Technical Education at The Ohio State University and these six school districts or local education agencies (LEAs). This jointly developed model will be installed in all six pilot test sites.

It is important to note that a single model is being cooperatively developed for all sites. This project will provide a tested and validated model appropriate for dissemination to other similar LEAs. The project will not develop six individual models -- a model unique to each site. The development of individual models would provide no multiple-tested curriculum units, systems, and guidelines for general dissemination. If career education is to develop rapidly with validated components, a generalizable model or components of a model must be developed that have clear application to other similar settings. It is unrealistic to imagine that each of the 17,000 school districts in the United States would have either the resources or the expertise to develop their own tested and validated Comprehensive Career Education Model.

DEFINITION OF CAREER EDUCATION

Career education is not a radically new idea on the American educational scene. Rather, it is an evolutionary concept with many historical antecedents. In tracing the historical and philosophical bases for career education, Herr identifies a distinctive philosophical trail supporting the career education concept from the 1800's to date (5).

However, career education is not a mere repackaging of existing educational programs under new titles. It is a synthesis of the best of existing educational practice within a new educational rubric encompassing Career Development.

While there are many characteristics of career education that have been identified by researchers and practitioners, there has been no uniform definition of career education which has been overwhelmingly accepted -- and there is little likelihood that this will evolve within the new future.

During the early conceptualization of the career education thrust by the U.S. Office of Education, four different definitions were tested among various professional groups for their reactions (3).

In essence, these definitions were:

1. Career education is a concept that educational experiences should center around careers in the economy in which people live. It

encompasses the educational experiences from early childhood through the productive life of the individual.

2. Career education is the infusion of all educational curriculum and student counseling K through 14 of information and hands-on experience pertinent to real life jobs and world-of-work experience. The main thrust of career education is to prepare all students for successful "life of work" by improving the basis for occupational choice, by facilitating the acquisition of job skills, and most important by enhancing educational achievement in all subject areas and at all levels through making education more meaningful and relevant to the aspirations of students.
3. Career education is the development of motivational attitudes and interests in the world-of-work, knowledge of the world-of-work, and the skill necessary to function and to continue functioning in the world-of-work.
4. Career education is an educational delivery system, including all levels of education, designed to provide the necessary learning experiences for every person which will permit him to attain his individualized goal of occupational readiness and societal responsibility at a level commensurate with his ability and desires.

While many of the four definitions have commendable points and attractive overtones, none are totally acceptable for the purposes of designing a school-based Comprehensive Career Education Model (CCEM).

Career education is an extremely complex grouping of educational concepts and has not been clearly defined. However, for an operational career education model to be developed, an operational definition must be made; specific tenets must be identified, goals and outcomes stated, and educational strategies developed and tested which will achieve identified goals.

The school-based Comprehensive Career Education Model has identified the following tenets:

1. Career education is a comprehensive educational program focused on careers. It begins with the entry of the child into a formal school program and continues into the adult years.
2. Career education involves all students, regardless of their post-secondary plans.
3. Career education involves the entire school program and the resources of the community.
4. Career education infuses the total school curriculum, rather than providing discrete, high-profile "career education" blocks forced into the curriculum.
5. Career education unites the students, his parents, the schools, the community, and employers in a cooperative education venture.
6. Career education provides the student with information and experiences representing the entire world-of-work.
7. Career education supports the student from initial career awareness, to career exploration, careers direction-setting, career preparation and career placement, and provides for placement follow-through, including reeducation if desired.

8. Career education is not a synonym for vocational education; but, vocational preparation is an integral and important part of a total career education system.

In stating the previous tenets, a number of philosophical and operational choices must be made. The first of these involves infusion vs. aggregation. If a new career education system is to be developed and installed, there seems to be little hope of providing additional educational experiences and curricula which must be forced into an already overcrowded educational curriculum.

Additionally, the goals of career education, which include making existing substantive content more relevant and meaningful, can best be achieved by infusing existing substantive content with meaningful career-oriented examples and materials. Infusion can succeed where aggregation would probably fail.

Another operational choice involves the question "employability skills for whom?" Some have indicated that a career education program should provide each exiting student with preparation for the next appropriate educational step in his career plans or the necessary employment skills to be placed on a job within the career of his choice. For the purposes of this model, the decision has been made to accept the goal of providing every exiting youngster from the educational system with some basic employability skill that would allow him or her to enter some occupation at, at least an entry level in addition to being prepared for the next educational rung on his or her career ladder. This means that the youngster who is preparing for the university and professional training could also upon completing high school, be employed in a meaningful occupational role consistent with his overall career goals, even though he might be entering a higher education program.

If the goals of career education are to be achieved, each school must be responsible for placement. A goal of the Comprehensive Career Education Model is to provide a placement system within the school context which accepts the responsibility for the placement of all students desiring placement. This includes placement not only in the next educational program that a student might choose, but also placement into appropriate jobs consistent with the student's high school training, career goals and aspirations. Only by accepting this placement function can the school system be truly accountable for the educational product that it develops.

ELEMENTS OF CAREER EDUCATION

Based upon the works of Super (7). Goldhammer (4), Bottoms (2), and others, fundamental areas of concern in career education include human growth and development, vocational guidance, work adjustment, self-concept, career development, vocational education, economics, and employment and labor market information. Through the further examination of these fundamental areas, eight areas of educational experiences can be identified which constitute one set of educational experiences that are basic elements of career education. These elements are: Self Awareness, Career Awareness, Appreciations and Attitudes, Economic Awareness, Skill Awareness and Beginning Competence, Decision-making Skills, Employability Skills, and Educational Awareness.

These elements are not mutually exclusive and may contain certain overlaps. Furthermore, there may be other sets of elements which also adequately define career education. However, these have been accepted as the elements which operationally define the program of the school-based Comprehensive Career Education Model, and as such they constitute a series of untested hypotheses.

For a set of elements of career education to have meaning, they must lead to specific outcomes. Thus, a more complete definition of the elements and their outcomes follows:

1. Self Awareness. The entering student has some knowledge and attitudes toward himself, what kind of person he is and what he hopes to become. Let us call that self awareness. Through career education and his home, and community experiences, we want him to become involved in a planned, sequential, process of self-assessment and self-evaluation which results in self-identity; that is, he knows who he is, what he is like, and he has developed a reasonable consistent internalized value system.
2. Career Awareness. The individual entering school possesses some knowledge about, attitudes towards, and interest in careers. He knows something about career performances, associated life styles, rewards, leisure time, working conditions, and the education and training of some persons in some careers. Let us call that knowledge of careers career awareness. Through education, home, and community life we wish to assist him in understanding the broad range of careers which are available, not only as they serve him, the community, or society at large, but also what is involved in the development, growth, behavior, training, and rewards of persons engaged in specific occupations. From this broad understanding of careers, career awareness, we want him to experience active career exploration and preparation which leads to career identity. Career identity is defined as the individual selection of a role or roles within the world-of-work.

3. Appreciations and Attitudes. The element appreciations and attitudes was included as a means of focusing attention on the affective component of career education. Through career education and supporting systems, the student should develop an internalized value system which includes the valuing of his own career role and the roles assumed by others. These positive attitudes toward his own career role and the roles of others in society should lead to active and satisfying participation as a productive citizen and, thus, provide for both self-fulfillment and social fulfillment. Self-social fulfillment is defined as the internalization of a value system which activates the individual as a self-actualized, self-fulfilling member of the world-of-work with appreciation for his own role and the roles of others.
4. Economic Awareness. The child has observed and participated in the economic system to some extent prior to school entry. Building upon this base of economic awareness, we wish to facilitate the student's systematic and thorough exploration of the economic system, both as it relates to career development and the community and society at large. Economic understanding is defined as those conceptual elements and networks which make it possible for the child or the adult to "read" the economic environment and resolve personal and social economic problems.
5. Skill Awareness and Beginning Competence. The entering student has some awareness of the skills performed by workers in certain job roles and career fields. Building upon this awareness, the career education

program and its support systems will provide opportunities for the student to participate in both cognitive and psychomotor skill activities in order to develop employment skills. The development of these skills will both reinforce and be reinforced by learning experiences in other educational disciplines.

6. Decision-Making. The entering student has some understanding of the decision-making process and possesses some decision-making skills. If he is able to understand cause and effect relationships, he is ready to examine the decision-making process. Through career education and supporting school and life experiences, he will develop increasing skill and experience in the rational processes of decision-making, practice making decisions, and come to accept the responsibility for the outcomes of his decisions. The career decisions made during his progress through the Comprehensive Career Education program will progress from very tentative and flexible career decisions to decisions which are increasingly irreversible or reversible only at some cost of time, effort, or money. A student should reach a decision which represents a careers direction setting by Grade 10, or early enough to provide for the development of entry-level skills in a career plan prior to to leaving school. Career decisions are defined as career direction setting, the product of a rational process, a plan for immediate, intermediate, and long-term career development.

7. Employability Skills. Employability skills are those elements of career education which have to do with searching for, locating, and obtaining career placement, both on an initial and advanced basis.

8. Educational Awareness. The entering student has some awareness of the relationships between education and training, whether formal or experienced based, and the life roles assumed by self and others. From this basic educational awareness, the student will continue to develop and refine a thorough understanding of the part all education and training plays in relation to the "real world" and the changing world in which he will assume a more complete participation. He will also come to recognize the need for specific education and training for specific career roles. Educational identity combines an understanding of the relation between education and training and life roles, knowledge of himself as a participant in education and training, his learning style, pace, capabilities and capacities, and the ability to select and evaluate educational avenues for the development of his career plans.

AN OPERATIONAL PROGRAM MATRIX

For a functional career education program to be developed, that program must be defined in terms of specific goals and objectives. To achieve this specificity for the CCEM, the eight previously identified elements were used as one dimension of a Matrix. Along the other dimension of the CCEM Matrix were arrayed the grade levels from grades K through 12. The initial structure allowed the development of specific goals and related performance objectives within each cell. That is, goals and objectives could be identified to achieve important outcomes related to each CCEM element at each grade level. The requirements of the CCEM project dictated that one career education model be developed that would be transportable and would be installed at each of the pilot test school districts. This necessitated the formulation of one commonly accepted operational definition of career education among all participating groups. The career education program Matrix provides this uniform definition.

Through a careful analysis of the eight elements and their educational implications by grade levels, The Center for Vocational and Technical Education staff, the staff at the six pilot test LEAs, and a group of outside consultants developed a series of career education goals for each Matrix cell. Performance objectives were then developed for each goal. These were refined and rewritten through a variation on the Delphi process with the six LEAs.

As the goals were analyzed by each element and grade level, certain pervasive themes were identified. These themes were strands of goals which seemed to link together across all grade levels but were more discrete than the eight major elements.

The output of the Matrix development process includes eight basic career education elements which lead to 32 pervasive career education themes. Within these themes are some 1,500 specific goals and over 3,000 performance objectives. These goals and objectives extend across all grade levels, K through 12. A schematic of the Matrix is shown in Figure 1.

An example of an element, theme, goal, and a performance objective at a single grade level is as follows:

Element: Career Awareness

Theme: (One of five under this element) The student will understand that "career" involves progression through stages of preparation for and the performance of occupational roles and may involve change in basic vocational direction.

Goal: (Grade 11) The student will define and evaluate expected responsibilities in various occupations.

Performance Objective: Given a self-selected family of occupations, the student will then lead a classroom discussion considering ethical or unethical behavior associated with the jobs.

Through a specific operational definition of career education, as exemplified by this operational Matrix, a program of educational experiences and related support activities can be designed.

CCEM PROGRAM DESIGN

Once operational goals and objectives have been identified, treatment units or curriculum units may be collected to achieve these career education goals. There are two alternatives for program development. The first assumes that many career education related curriculum units presently exist and may be

C C E Matrix

	K	1	2	3	4	5	6	7	8	9	10	11	12	
CAREER AWARENESS														CAREER IDENTITY
SELF AWARENESS														SELF IDENTITY
APPRECIATIONS, ATTITUDES														SELF - SOCIAL FULFILLMENT
DECISION-MAKING SKILLS														CAREER DECISIONS
ECONOMIC AWARENESS														ECONOMIC UNDERSTANDINGS
SKILL AWARENESS														EMPLOYMENT SKILLS
EMPLOYABILITY SKILLS														CAREER PLACEMENT
EDUCATIONAL AWARENESS														EDUCATIONAL IDENTITY

↑ ELEMENTS OF CAREER EDUCATION

↑ ELEMENT OUTCOMES

Figure 1

retrieved. If this is true, these units may be utilized by "cutting and fitting" them into the needs of the program Matrix. Where appropriate, curriculum units do not exist, units must be developed.

A second alternative is to develop entirely new curriculum units tailored to the specific needs of the program Matrix. However, curriculum development, if done properly, is a long, tedious, and very expensive process. Because of limited resources in time and dollars, the first alternative was chosen as the project strategy for the school-based Comprehensive Career Education Model. It is recommended as the most viable strategy for most school districts wishing to develop their own career education programs or models.

AN ORGANIZATIONAL STRUCTURE FOR CAREER EDUCATION

In a Comprehensive Career Education system, career development activities, via the eight career education themes, should be infused throughout the curricula. Career education goals may be achieved during the teaching of reading skills, language arts, mathematics, and virtually every traditional educational discipline. The career education goal infusion into the curriculum does not negatively influence the learning of academic skills (skills which are in fact essential to one's career development); rather, the infusion strengthens the learning context by adding the relevance of examples which are meaningful to the student's ultimate occupational, career and life goals.

Some career education goals are appropriate for all grade levels and for almost all educational disciplines. For example, the goals associated with the Matrix elements of Self Awareness, which leads to career identity, are appropriate to be developed at all grade levels through a variety of discipline settings. The same can be said for the elements of Career Awareness, Appreciations and Attitudes, and Economic Awareness.

Some career education goals are most appropriately addressed at the middle school and high school years. An example would be the development of employability skills which lead to career placement. For some students, these skills would lead to placement in an occupation upon leaving high school. For others, placement in an occupation, consistent with one's career goals, would be deferred until after post-high school education--if this was within the student's overall career plans. A schematic of the system which could achieve these career education goals is shown in Figure 2.

In this schematic, activities that relate most directly to Career Awareness begin in the elementary school years. This doesn't mean, however, that these activites do not continue into the upper level grades.

Activities which allow students to explore various career activities related to their specific interests can take place in the middle school years. These activities can include field trips, actual work experience, and relevant learning activities taking place as part of the school curriculum.

In the high school years, the student is capable of making certain career direction-setting decisions based upon his interests, aptitudes, and knowledge of the career spectrum and how it relates to his career goals and aspirations. Through built-in career counseling activities, he is able to select the courses and options that will provide him with employment skills for a job upon high school graduation, or prepare him for the next post-high school educational experience consistent with his career plans. However, every graduate will have acquired a minimum set of skills which will enable him to be employed at some entry level position upon high school graduation.

A COMPREHENSIVE CAREER EDUCATION SYSTEM

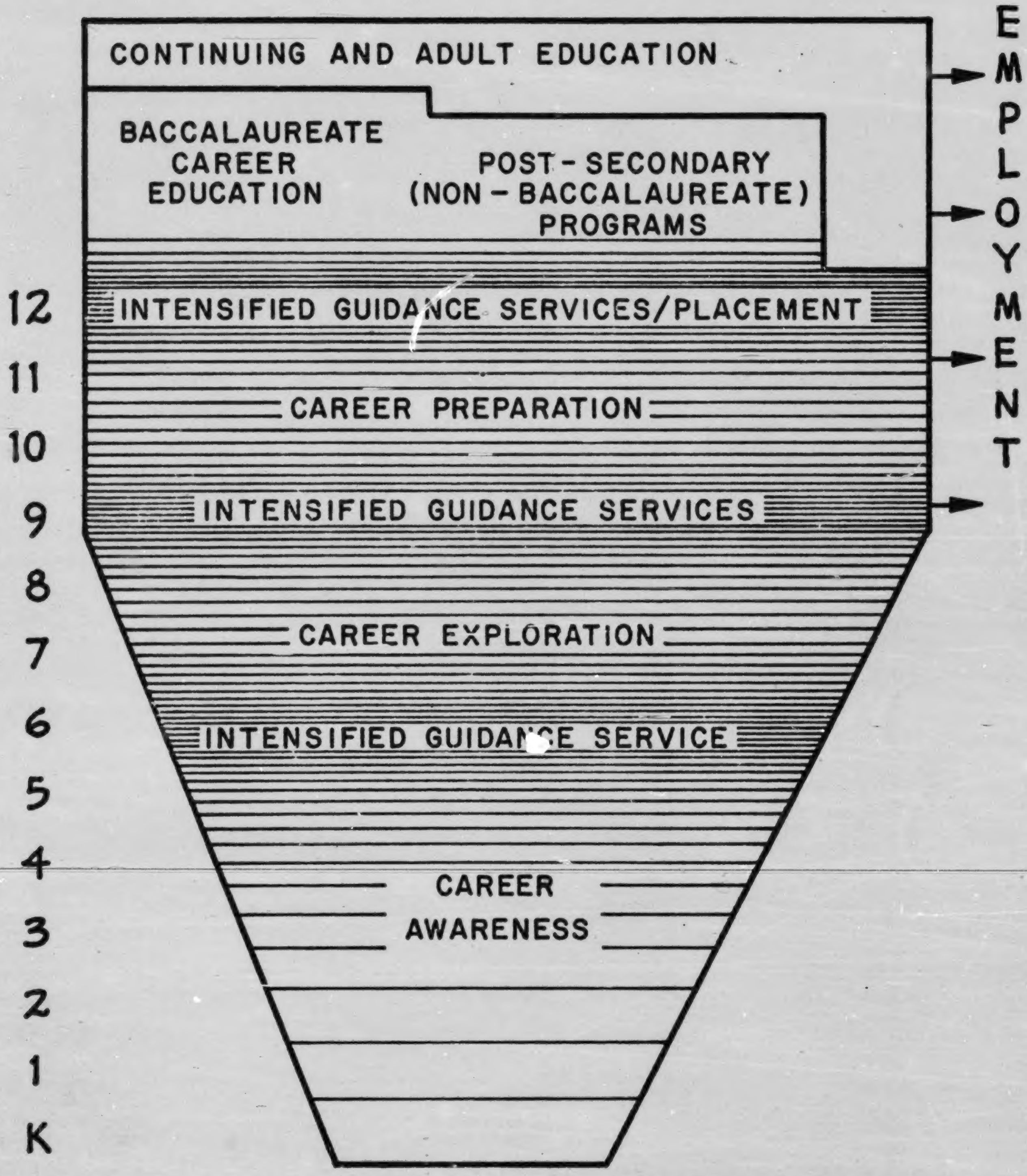

CONTINUING AND ADULT EDUCATION
BACCALAUREATE CAREER EDUCATION
POST-SECONDARY (NON-BACCALAUREATE) PROGRAMS
INTENSIFIED GUIDANCE SERVICES/PLACEMENT
CAREER PREPARATION
INTENSIFIED GUIDANCE SERVICES
CAREER EXPLORATION
INTENSIFIED GUIDANCE SERVICE
CAREER AWARENESS
EMPLOYMENT
12
11
10
9
8
7
6
5
4
3
2
1
K

Figure 2

CRITICAL GUIDANCE POINTS

Career guidance is an integral part of the school based Comprehensive Career Education Model. Each curriculum unit has career guidance implications. These guidance implications must be specified in the teacher's materials so that they can be addressed as part of the ongoing teaching process. In this respect, the classroom teacher is providing a guidance function contained within the curriculum implementation process.

In addition, however, there are certain times throughout the K through 12 program that are critical guidance points. These are the times of transition for the student between elementary and middle or junior high school, junior high and senior high school, senior high school and employment or senior high school and post-secondary education. These are specific times when student data must be analyzed and students counseled and assisted in translating their appitudes, interests, and career information into educational plans or options.

VOCATIONAL PREPARATION

Vocational preparation serves a crucial role as an integral part of career education. It is through vocational education programs that employment skills can be delivered. Furthermore, the linking of specific employment skill activities to academic subject matter can provide a rich reinforcement of relevance for all subject matter.

In a Comprehensive Career Education system, most students will have completed a series of occupational exploration experiences by the end of the ninth grade. These experiences can be adequately arranged and taught through a series of career clusters. For example, in a system which has identified twelve basic career clusters which encompass nearly all occupations, students can be exposed to career exploration experiences in these twelve clusters during Grades 7, 8, and 9. Upon completion of these exploration experiences, the student will be able to make certain career direction setting decisions in Grade 10, 11, and 12.

In high school, the student will have many options that will allow him to build upon his career interests. These options might include perusing a vocational preparation program in either Grades 10, 11, or 12 to develop in-depth career preparation for employment after high school or as preparation for a post-secondary techincal institute or vocational school. Another option might be to select the educational courses appropriate for college preparation for the career goal of his choice. However, even students choosing to prepare for a program of higher education (rather than in-depth vocational preparation) should experience one of a variety of short-duration, accelerated, employability skill programs some time during high school.

There must be a variety of these short-duration, employability skill programs to allow the student to select an employability skill program consistent with his career goals. These programs might range from one hour per day for as little as two weeks to several hours per day for several months; every exiting student is entitled to possess some minimum employability skill regardless of his ultimate career goals. Furthermore, the CCEM system provides not only the educational mechanism for training but also the system for appropriate placement of every exiting student. A proposed schematic for such a program is shown in Figure 3.

PROPOSED EMPLOYMENT SKILL OPTIONS
AT GRADES 10, 11 AND 12

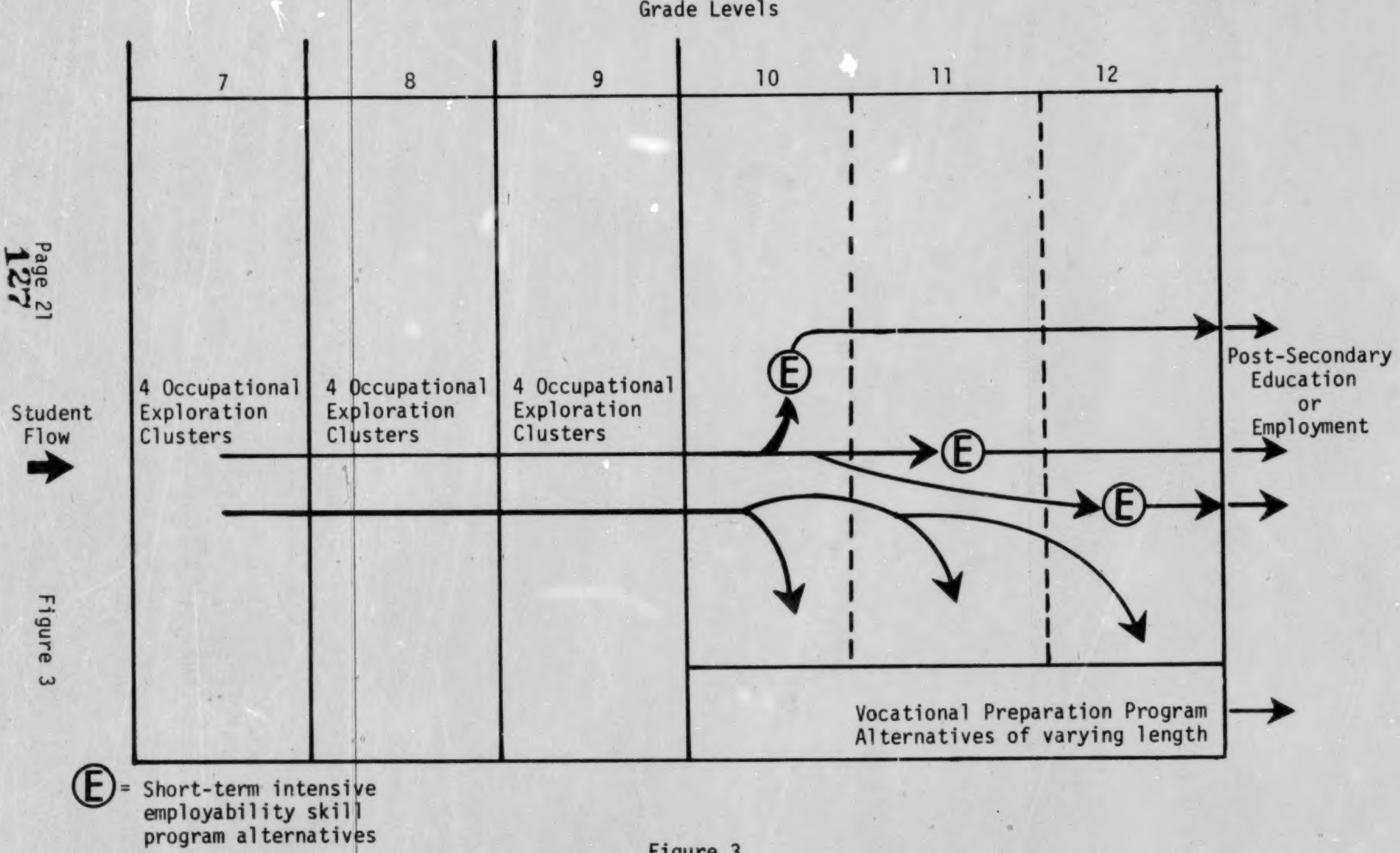

Grade Levels
7
8
9
10
11
12
Student Flow
4 Occupational Exploration Clusters
4 Occupational Exploration Clusters
4 Occupational Exploration Clusters
E
E
E
Post-Secondary Education or Employment
Vocational Preparation Program Alternatives of varying length
E = Short-term intensive employability skill program alternatives

Figure 3

In Figure 3, it should be pointed out that in Grades 7-9, students are enrolled in a variety of other courses in addition to the occupational exploration clusters. Also, in Grades 10-12, students are enrolled in a variety of course work consistent with their career goals in addition to any vocational preparation programs or short-term employability skill programs that they might chose. However, all courses are career education courses in that they have some degree of infusion of career education units.

THE DELIVERY SYSTEM FOR CAREER EDUCATION

If career education is to be transportable as "infusion units," the curriculum or treatment units must conform to some standard format. In a standardized format, units can be pilot tested, refined, installed, and transported to other appropriate settings with some assurance of quality control. In the Comprehensive Career Education Model, both a standardized format and guidelines for curriculum unit revision or development have been designed. These guidelines and format specify the following components of a career education unit:

1. A teacher Guide which specifies:
    A. The rationale for the unit.
    B. Intended use of the unit by suggested grade level, subject areas, time, grouping, and special considerations.
    C. Goals and performance objectives.
2. Teaching procedures:
    A. Learning activities
    B. Resources
    C. Performance evaluation

3. Teaching materials
4. Evaluation procedures
5. Specifications for in-service training of the teacher or person implementing the unit.

For purposes of the CCEM project, these treatment or curriculum units may vary in length up to 20 classroom hours. These units will then be used as "infusion" units in existing curricula. For example, a 20-hour career education unit for 10th grade mathematics might infuse a 150 hour mathematics sequence.

CCEM SUPPORT SYSTEM

The purpose of a Career education Support System is to gather, analyze, and disseminate information required by all persons interacting with or participating in the career education program. In the Comprehensive Career Education Model project, the support system will include five data files. These are:

1. Student Data File:

   This file will contain all of the information pertaining to individual students registered in the CCEM program. This information will include descriptors of student characteristics, student progress and performance data required to follow the student through up to thirteen years of career education experiences, and placement records, and follow-up data describing what happens to him after leaving the program.

2. Class Data File:

   This file will contain cost information, teacher information, and summarized pupil progress information. It will be used primarily to generate management information at the class, grade, school, district, and project level.

3. Career Information and Data File:

   This file will contain the educational, occupational, and labor market information organized and coded into levels of the career information system. This information will be used for the support of curriculum and guidance delivery of career education.

4. Educational Resource File:

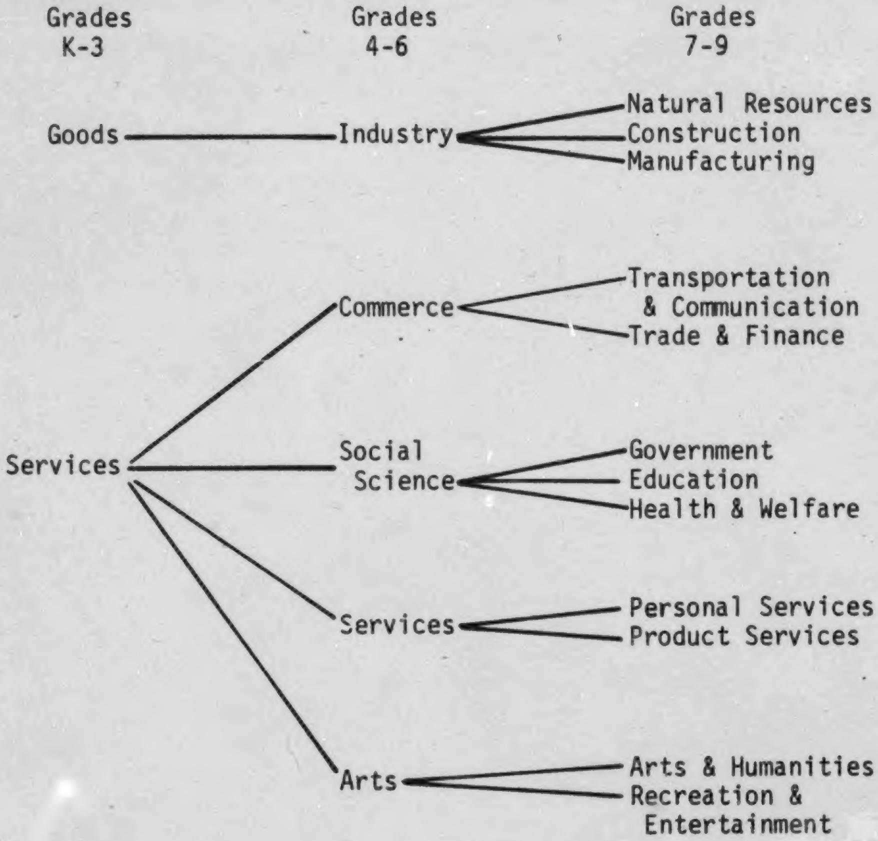
   This file will contain listings of all instructional materials identified as being related to the support of instructional units and/or the goals and performance objectives within the CCEM Matrix. The file will be used primarily for instructional planning, curriculum development, and program enrichment activities.

5. Placement Information File:

   This file will contain listings of jobs presently available, or expected to be available, within a given community. It will be used primarily for placement and job development purposes.

There are a variety of reports that may be generated from these files. These reports include a description of each student's status and accomplishments. In addition, guidance information suggesting viable career exploration experiences for the student may be generated from data contained in the Student Data File, the Career Information File, and the Placement Information File (See Figure 4).

OCCUPATIONAL CLUSTERS FOR DELIVERING CCEM OBJECTIVES BY GRADE LEVEL


Grades K-3
Grades 4-6
Grades 7-9
Goods
Industry
Natural Resources
Construction
Manufacturing
Services
Commerce
Transportation & Communication
Trade & Finance
Social Science
Government
Education
Health & Welfare
Services
Personal Services
Product Services
Arts
Arts & Humanities
Recreation & Entertainment

Grades 10-12

This level permits a continuation of the 7-9 twelve clusters with the capability of using the D.O.T. 229 industries for further definitions - this applies especially to natural resources and manufacturing

STAFF DEVELOPMENT

In the first level of in-service staff development, all school personnel are given an orientation to career education. This orientation serves to define career education and identify the differences between the ongoing educational system and the new career education system. It should answer the questions, "What is career education?" and "Why should we adopt this new system?"

The second level of in-service staff development is for all teachers, administrators, and personnel who will have contact with new career education curriculum units or support systems. This orientation will provide an overview of the total "set" of new units and systems that will be installed.

The third level of in-service staff development is designed to provide teachers with an intimate familiarization with the goals, outcomes, and content of the units or support system activities for which they will be responsible. In addition, teachers will become familiar with the units preceding and following so that they understand the "systematic" importance of their unit. At this level of activity, academic departments, such as math and English will receive an orientation to the group of units that are delivered through or infused into their disciplines.

The fourth level of in-service training provides a mechanism for teachers to indicate specific areas of needed in-service training for them to teach their unit. This is accomplished through a check-sheet arrangement which lists areas of (1) subject matter content, (2) teaching methods, and (3) resource materials. These lists are coded to specific portions of the curriculum unit and where each entry is needed. Using this method of assessing in-service training needs, a teacher can indicate only the mini-units of training needed in order to be prepared to teach that unit.

The fifth level of in-service training provided specific training in the mini-units for the groups of teachers needing that specific training. This training is conducted at the school building level with an in-service training coordinator who cooridinates the scheduling and conduct of the mini training sessions.

PRE-SERVICE STAFF DEVELOPMENT

Career education is still in an evolutionary phase. Its definition is an evolving one as are the roles of the teachers, administrators, and other key actors in the system. As these definitions and roles evolve, the preparation of personnel must move to the teacher training institutions. Nearly all of the orientation activities are appropriate content for pre-service college courses. Also, specific preparation for one's role in a career education system is appropriate content for teacher education courses. Specific in-serivce education for teachers to teach specific career education units can easily be coordinated through existing pre-service training institutions.

Current activities of the Staff Development group of the CCEM project include the design of suggested career education orientation courses for educational administrators, teachers, and counselors. These three course outlines and syllabi will be available as resource material for interested colleges and universities, as role definitions become clearer during the coming year, and in-service training needs and strategies are tested and validated, additional resources for the pre-service training of career education personnel will be made available to the profession.

SUMMARY

Career education appears to be a durable concept. Preliminary research data indicates that students, educators, and the public enthusiastically support its concepts as few other educational ideas have been supported in the past (1).

Through its relevance and delivery system, the democratic educational system and the comprehensive high school can become a reality.

During the next several years, career education will undergo a metamorphosis. It will change form from an aggregation of attractive but disconnected concepts into a series of operational programs and support systems. As these programs are tested and refined, the most viable activities will be forged into cohesive career education programs--tailored to meet the needs of the individual community.

As local education programs change to accommodate career education concepts, the administrator's role must change. Similarly teachers, counselors, and support systems personnel will find themselves doing different tasks, and teaching different materials in different ways. As the need for trained personnel arises, some mechanism will be developed to meet that need.

At the present time, with career education in an embryonic stage, this preparation of professional personnel will be accomplished through special in-service programs. However, for the concept to grow and flourish into a wave of career education programs that can be implemented throughout the country, colleges and universities must accept this training responsibility through the updating of pre-service teacher education programs.

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SECTION FOUR

PERSONNEL DEVELOPMENT FOR CAREER EDUCATION

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Personnel Development For Career Education

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FOR DEANS OF COLLEGES OF EDUCATION

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PERSONNEL DEVELOPMENT FOR CAREER EDUCATION

Louise J. Keller

The quest for relevancy in education, the stress on accountability, and the assertion that a more humanistic educational process is needed have catenated to form a new educational thrust--Career Education. Career education has been defined by Ward and Ferguson (10) as " . . . an educational plan for all students which fully integrates academic or basic knowledge and skills with the total spectrum of occupational preparation, thus providing relevance to all education by placing the central focus and emphasis upon preparation for life's career role."

At a national conference on manpower policy, Evans (5) commented that career education emphasizes that there is more to education than school for school's sake; that attitudes toward work are formed early in life; that all education has career implications; and that tentative career choices of youth at any level can serve as personal motivators.

Career education is not a new movement but can be traced over the past ten or fifteen years under different names which have coalesced under the name of career education. Many educators prefer to call this thrust career development education. The rationale given is rather simple. One's career is developmental in nature and begins in early childhood; therefore, the school's educational goals should reflect this reality beginning in the early grades.

Conceptualization models have been designed which stress career awareness in grades K-6; career explorations for grades 7-9; career identification and orientation, grades 9 and/or 10; career preparation, grades 10-12; career entrance, grades 12/14 or 16; and career assessment and recycling throughout life (7). The entire developmental cycle may be applicable at the collegiate level for many students.

Across the country there are many exciting K-12 career education developments which surely will affect personnel development. The recent remarks on personnel development for career education by Dr. Robert M. Worthington (11), Associate Commissioner for Adult, Vocational and Technical Education, serve well as an introduction to this paper.

> The area of personnel education has too often been shunted aside from considerations affecting occupational program decisions. Serious explorations and assessment of teacher, counselor, supervisor, teacher educator and administrator preparation and development have generally been lacking in the deliberations of decision makers. This has perpetuated inadequate coordination of resources, a dichotomy between State Departments of Education and institutions of higher education, poor utilization of available support from business, industry and the community and imbalance of priority selection for implementation. Personnel education needs to be given equal visibility within the priorities selected if we are to achieve the educational renewal essential to career education concepts. The spirit of personnel education must be to create, not defend; stimulate, not maintain; lead, not react. Our approach must be comprehensive, not piecemeal.

An approach which focuses only on the career education implications for personnel development and ignores the total spectrum of events would appear to be ludicrous; therefore, a cursory review of career education K through 14 will be made to establish some general feel or perspective.

CAREER EDUCATION IN THE ELEMENTARY GRADES

The elementary schools have interpreted "career awareness" to mean: (a) awareness of self, work, education and those interrelationships;

(b) development of positive work attitudes; (c) awareness of work roles--role identification beginning in the kindergarten with those work roles best understood by the child; (d) development of decision making skills; and (e) explorations of career clusters--especially those which are people oriented.

The Wisconsin Department of Public Instruction has identified fifteen career development concepts to be integrated into the K-12 career development curriculum continuum. Approximately six years ago the Rocky Mountain Regional Laboratory located in Greeley, Colorado, identified "World of Work Attitudes" together with ideas for integrating these into daily lesson plans in the elementary grades. These concepts and attitudes appear under Addendum A of this paper.

Strategies often employed to implement career development concepts in the the elementary are too numerous to list, but those which follow appear most often in the literature and within newly designed state guides for career education.

1. K-3 and 4-6 task force teams are created to identify desired outcomes and to write objectives.
2. Existing subject matter is analyzed for instructional unit integration and correlation.
3. Community resources (people, things, data) are determined for facilitating the teaching-learning processes.
4. Business, industry, labor, and parents help create simulated work environments and career resource centers.
5. Refocusing of curriculum often requires more supportive personnel as well as the redefinition of the role of teachers.

6. Personnel role relationships and adjustments are required as a result of team teaching and differentiated staffing patterns.

7. A new work ethic is often proposed which can be accepted by all professional personnel--work being defined as the expenditure of time and energy for the benefit of self and society.

8. There is experimentation with "mini" work experience projects. Vocational educators often assist with these experiences.

CAREER EDUCATION IN THE JUNIOR HIGH

The Colorado Comprehensive Planning Board for the Prevention, Control, and Treatment of Juvenile Delinquency made the following statement in a November, 1970, report to the Governor (4): "There are few junior high schools that are truly designed to meet the needs of junior high school young people. Junior highs seem to be a no man's land with few special programs, few specifically trained educators, and little movement to change the situation."

Junior high schools involved in career education are moving toward a truly "exploratory" experimental program. The U.S. Office of Education's fifteen career clusters have been modified to fit local situations. The junior high schools are attempting to create an open learning environment; to provide for both prescribed and discretionary exploratory experiences; to stress human relations; to relate economics to decision making; to bring more adults into the learning environment from industry and labor who are important to youth; to help youngsters become aware of life-style and vocational options; and to assist students in developing tentative educational blueprints.

The need for supportive personnel seems to increase in those junior highs which design truly exploratory programs. In-school personnel needs range from classroom aides; media production specialists; career resource librarians; career counselors; career guidance teachers; curriculum specialists who can integrate, correlate, and individualize instruction as well as combine new instructional modules with community resources; and community relations coordinators. Non-school based personnel includes "role players" from business/industry/labor/home, career cluster task force groups, instructional unit teachers located throughout the community, and vast array of referral workers.

As the student progresses through a career education continuum, there is an apparent need for more emphasis to be placed on career guidance, counseling, and, for a few students, job placement. In the larger cities, ICE programs (Industrial Cooperative Education) have been developed for ninth graders. State laws, however, will have to be modified as work exploration and cooperative training move downward from the high school.

CAREER EDUCATION IN THE SENIOR HIGH

Educators who have been involved in a curriculum restructuring process have often stated that the senior high schools are the most difficult to change. The rationale most often given for such a generalized statement points toward the subject-matter specialists who can perceive career education's applying only to vocational education. This attitude may well be transcendent to the collegiate level.

Trail blazers of career education in the high school are most likely to be the vocational education and special education teachers. Vocational education legislation has inspired bold and innovative programs, especially for the disadvantaged and handicapped. The expansion of vocational education since 1968 has been most apparent in the following areas:

a. vocational program orientation courses, especially in the tenth grade;
b. contractual arrangements between small schools and area vocational-technical schools;
c. health occupations education programs; and
d. expansion of cooperative vocational education.

A deterrent to program expansion has been the inability of school districts to hire qualified personnel or assign personnel who can be credentialed by the state. As one examines these programs, two personnel requirements become apparent. There is an increasing need for trained teacher-coordinators who have an awareness of the total occupational environment and an understanding and coping ability to work with students who have anti-social behavior. The small schools are searching for multi-occupational teacher-coordinators. Vocational counselors, job development and placement specialists are also in high demand.

The career education goal most apparent in the senior high school is the development of a system which integrates the three tracks--academic, general, and vocational. When this goal is operationalized, schools will begin reaching beyond the confines of their walls and develop viable learning experiences, services, and new learning environments for all students. Graduation from high school means career preparation and placement--either preparation for advanced education, or preparation for immediate placement in the world of work.

During the last decade a number of interesting models for reorganizing the comprehensive high school have been proposed. Kazanas (6) proposes that we move from a subject-matter department form of organization to a "purpose-based" organization. Four major purposes suggested for organizational spheres were presented: citizenship education, home and family living education, health education, and career education.

Yes, career education is affecting the school programmatic organization of our schools. The exciting exemplary programs today are those that have found new strategies for combining content, experiences, methods, and media to bring isolated general, academic, and vocational objectives into a continual interplay.

CAREER EDUCATION IN COMMUNITY COLLEGES

As one climbs the academic ladder, the more fragmented the career development efforts appear. There are, however, giant steps being taken by community colleges and area vocational-technical schools. Only a few are mentioned here which have implications for personnel development.

Specialized training programs have been developed requiring highly trained [illegible] teachers. Basic education programs for youth and adults have bee[illegible]ed. Simulated work-sampling laboratories provide young disadvantaged adults an opportunity to "try-out" an occupation before making career training decisions.

New jobs in the community colleges which have been created in the past five years have such titles as: Job Development and Placement Specialist, Career Guidance Specialist, Skill Center Coordinator, Dean of Occupational Studies, Industrial Public Relations Coordinator, and Career Development Curriculum Specialist.

Career education has provided the impetus needed to dramatically realign goals and objectives, blend content, and change the processes used to invoke or implement goals and objectives. Educators are discovering that to reach people the instruction and the learning environment cannot be fragmented.

Youth do not learn in an atmosphere of subject matter hermetically sealed off from the rest of life or from other factors which influence their perceptions. In a speech delivered before the Thirty-third Session of the International Conference on Education, Geneva, Switzerland, Spetember 15, 1971, Dr. Sidney P. Marland, Jr. (9), U.S. Commissioner of Education, very well summarizes the above remarks:

> "Career education will eliminate the artificial separation between things academic and things vocational."

IMPLICATIONS FOR PRESERVICE TEACHER EDUCATION

There are a number of most meaningful implications which can be construed from the career education literature, research, and foregoing discussion. Implications which follow represent only a partial listing but appear to be significant at this time.

1. Institutions preparing K-14 personnel will need to be committed philosophically to career development education.

Students who have not been exposed to career education experiences and are entering the university will need to become "aware" of career opportunities in education, "explore" the various levels and roles, as well as "prepare" for specific competency levels, and then be assisted in job placement. Just as career options are stressed in the junior and senior high schools, so should university students be provided a variety of options for future career mobility.

2. Institutions preparing in-school and non-school based personnel will need to consider new education "linkage" systems and consortium arrangements.

The teacher education institutions that intend to prepare personnel for career education face the task of properly perceiving future education roles. The wide range of personnel needs, professional and paraprofessional as well as in-school and non-school based personnel, will be met through new linkage and partnership arrangements. A competency-based curriculum will be needed to accommodate various levels of training and facilitate career mobility for all educational personnel.

3. Future teachers will need to be prepared for new "coordinating" roles and role relationships.

Teachers being employed today will need to be trained to "plan" and "work" in teams and differentiated staffing patterns. The environment in which they are trained should contribute to these new working relationships. The preservice experience should expose teachers to instruction in group dynamics, involvement in ethnic groups, planning strategies, and human relations. Students will need experience as an education team leader, team member, individual unit instructor, social leader, group counselor, individual counselor, progress evaluator, and school-community coordinator.

4. Future teachers will need an understanding of the total educational spectrum and should be able to relate their specialization to occupational environments.

Graduates coming from our institutions are required to integrate, correlate, and differentiate their subject matter. Academic and general education teachers often find it difficult to relate content and process to occupational environments. On the other hand, vocational teachers find it equally difficult to blend their activities with basic education components. Strategies for exposing and involving students with other subject areas and "blending educational experiences" with career development concepts should be high on the priority list for preservice education.

5. Career guidance, counseling, and placement concepts and skills are needed by all teachers.

If students can learn to be good teachers at the undergraduate level, they should be able to learn to be good counselors. The teacher's role in guidance and counseling must be strengthened. Small schools need a combination of people with special skills. For example, a career guidance teacher could also serve as the career counselor. Another interesting combination is a schedule which is devoted to both career counseling and job development and placement. More career counselors are needed as a part of the total schools's team to create an improved learning environment. The career counselor can become a link between the student, the teacher, the school, the family, and the community. There is an increased demand for young "youth counselors" for special occupational programs.

6. Child development concepts need to be understood by all teachers.

Schools deal with boys and girls as they mature, and this developmental process should be one of the greatest concerns in preservice teacher education.

7. Future teachers should be exposed to the world of work.

Work observations and experiences seem to be highly desirable for all teachers and guidance personnel and should be an integral part of the pre-service education program. For some teachers it becomes a "point of view" which is transferable; for others certain rigorous technical occupational experiences are necessary. Perhaps college professors need "mini" sabbaticals which expose them to occupations where their subject matter is applied.

8. Future teachers need a strong supportive area.

Because of rapid changes in our society, highest quality educational services will be needed more than ever before during the decade ahead. Teachers need a combination of special skills. A few examples of supportive knowledges and skills to consider are: mental health and the treatment of emotional problems, remedial learning skills, information retrieval skills, computer utilization skills, job development, coordination, and placement knowledges and skills.

9. Search for more relevant core inputs for methods courses in teacher education should be considered.

The general teacher-preparation core may well consider the following curriculum inputs:

a. A study of lay advisory group organization and effective utilization.

b. An understanding of counseling, interviewing, listening, questioning techniques.

c. An exposure to community agencies; "partnership" education; and field trips to an adult basic education class, area vocational-technical school, community college skill center, junior high cluster explorations programs, and an elementary school work-sampling laboratory.

d. A planned program of work observation which relates a student's academic major to various occupational environments.

e. A review of data information systems and career education instructional materials and media.

f. A study of education technology and system approaches in education.

g. An understanding of academic and vocational interrelationships with career education. This understanding would include a study of career clusters, occupational analysis for career development, career ladders and lattices, and the spiral concept for curriculum development.

h. An exposure to simple proposal writing required for local and state career education funds.

i. An involvement of students in specially designed clinical experiences and community based practicums.

IMPLICATIONS FOR IN-SERVICE EDUCATION AND SUPPORTIVE SERVICES

If the concepts of career education are to have state diffusion, a broad support program of in-service education will need to be highly accelerated and concentrated activities designed. Colleges and universities will need to formulate their own "infusion" strategies.

Some infusion strategies listed below suggest a systematic "tooling-up" approach:

1. Organize an on-campus strategy council for career education.
2. Review career education literature, research, models, vocational and manpower legislation, laws affecting employment of youth, teacher certification policies, and child development concepts.
3. Assess local needs and concerns regarding career education.
4. Communicate with state educational agencies.
5. Clarify the role of the university in career education.
6. Consider the acquisition and dissemination of instructional materials and media.
7. Establish in-service education priorities.
8. Secure funds to support in-service education and provide release time for key staff members.
9. Provide a pool of administrative and technical change agents who can assist other local education agencies with the installation and maintenance of career education components.

10. Establish a group of lay advisory committees. These groups should interface each other.

Eventually a statewide management system will evolve for career development and educational renewal. A proposed system for coordinating state career education activities appears under Addendum B of this paper. In-service and supportive services by colleges and universities will need to be an integral part of any statewide system; therefore, universities should be involved in designing the state plan. Several states already have designed comprehensive career education plans and are in the process of implementing these plans.

The lack of such a systematic plan for career education in most states should not deter efforts to design a systematic approach for in-service education and supportive services.

There are perhaps four or five strategy phases for developing a comprehensive in-service education program for career education--Orientation and Awareness, Commitment, Development and Implementation, and Evaluation. Dr. Worthington (11), in a September, 1971 paper presented at a seminar for State Directors of Vocational Education stated: "Programs must be organized which will provide the basis for the philosophical acceptance of the career education concept by administrators, academic and vocational teachers, counselors, and ancillary personnel."

Orientation and Awareness Phase for in-service education will of necessity encompass a variety of approaches. Those suggested have been tried by universities as part of their in-service and continuing education activities.

a. State orientation conferences for key administrators.

b. District level conferences with school-community based representatives.

c. On-campus summer workshops, seminars, and drive-in conferences.

d. Funded proposals for training district "change agents."

e. Consulting teams dispersed to specific regions, districts, or schools in the state.

f. Contractual agreements with school units for consulting services, comprehensive planning, and staff development.

g. Career development education courses taught off campus through extension/continuing education.

h. Collection and dissemination of career education instructional materials.

i. Curriculum development in the field or through specially designed career education curriculum laboratories.

Three years ago the University of Northern Colorado brought to campus the entire staff from three school districts--all K through 12 teachers, counselors, and administrators. The purpose of the two-week workshop was to acquaint all personnel with a K-12 Integrated Curriculum Approach (7). Strategies included orientation sessions, formation of grade-level task force groups (K-3, 4-6, 7-9, 10-12), and subject matter task force groups for vertical articulation. Each community developed a three-year master plan. Follow-up and supportive services continued after the workshop.

Once in-service activities move out of the orientation and awareness stage and schools have become committed to career education, those involved in restructuring must then undertake developmental strategies.

The Development Phase presents the real challenge for in-service education. Here lie the seeds of innovation. The curriculum refocusing at all levels of education presents the central procedure around which other supporting activities function. The Career Education Handbook for Implementation (2: p.82) prepared under a USOE grant states ". . . the design of career education programs will require considerable expertise in at least the following fields:

1. Preparing instructional objectives
2. Curriculum design and development
3. Pupil personnel services, particularly in vocational guidance and counseling
4. Educational professional development, especially inservice teacher training
5. Early childhood development and human ecology
6. Community interaction with business, labor, and other leaders and organizations."

An important part of the development phase is the ability of the college and university to provide supportive services. These supports may include:

a. Training non-school personnel and in-school ancillary personnel at the local level.

b. Developing and validating operational prototype models which can be evaluated and improved empirically.

c. Selecting, collecting, and disseminating K-12 curriculum and instructional materials and media.

d. Publishing guides and handbooks and possibly a statewide newsletter for communicating and sharing career development activities.

e. Linking research to the State's Research Coordinating Unit and other research and development agencies.

f. Establishing local RCU's to be concerned with manpower studies, assessment instruments, evaluation, program validation, etc.

Career education requires the university to move toward more service-oriented functions and these functions are expensive endeavors.

IMPLICATIONS FOR NON-SCHOOL PERSONNEL DEVELOPMENT

Limited school finances may well provide the incentive necessary to extend the learning environment beyond the present day school walls. Educators have been reluctant, however, to become involved in new partnership arrangements as readily seen by the slow growth of cooperative vocational education over the past fifty years. Colleges and universities will need the foresight to design strategies and prototype programs for training large segments of the community for "partnership education."

A community-based educational system instead of the traditional school-based system will require pre-service and in-service education programs which defy our present day perceptions of education. Perhaps the most significant determinant of program success will be the strategies utilized to involve people from the community.

Figure 1 attempts to establish a matrix for identifying personnel components and role function for initiating and sustaining community-based career education.

COMMUNITY PERSONNEL COMPONENTS
for
CAREER EDUCATION

FIGURE 1

Role Function	Interactive Components			
	School	Home	Business/Labor	Org./Agencies
Managing				
Teaching				
Supporting				

This matrix implies that the new partners in education will be in-school professional and paraprofessional as well as non-school remunerated and voluntary personnel.

Dr. James Coleman (3) drew some startling conclusions in an article which appeared in the February issue of Psychology Today. He asserts that the schools should concentrate on a "new goal" which "must be to integrate the young into functional community roles that move them into adulthood." This will require fundamental changes in present society. "Practices currently barring young people from productive activity in many areas--such as minimum wage laws and union-imposed barriers against the young--must be relaxed. The school must be integrated with service organizations, such as those providing medical services, so that the young can help in them. Since the school's function will no longer be to protect the child from society but rather to move him into it, the school must be integrated with these other organizations of society and not insulated from them." Coleman proposes two possible models future schools could follow. One would reorganize present school goals, but leave the structure intact. "The school, from the upper elementary grades on, would become a productive community in which the young would carry out responsible activities in-service to the larger community . . . The intent of the school-community would be far broader than that of present schools; namely, to make responsible, productive human beings who can lead in a task or follow, and who are able to live with the consequences of their actions." His "second, more radical reorganization would be to modify workplaces to incorporate the young." The idea of full-time school followed by full-time work "would be replaced by a continuing mix that begins at an early age and runs through adulthood."

There are many isolated public and private educational programs in our communities. There are a number of activists who are striving for a more comprehensive community plan rather than a school plan for education. The fervor of the times for dramatic changes in education at all levels cannot be ignored by those who prepare personnel for expanded educational systems.

Examples of ancillary and adjunct positions are those which bridge the schools with homes, industries, businesses, labor unions, organizations and agencies. These new community-based remunerative jobs often carry the title of coordinator. A new lay advisory structure is emerging and one member on each committee is a school-community paid employee. There is a gradual movement of placing vocational and basic education teachers within business and industry. Some states are beginning to experiment with "clearing houses" for job development, job placement, work-study coordination, and training plan development and supervision. Occupational training is becoming more and more a community function. Probably tax write-offs for businesses will be the incentive necessary to expand these efforts.

Little attention has been given to the area of personnel development for volunteers in education. Volunteer education should be highly considered in any list of future teacher education priorities. As educators tap more of the human resources in their communities to accommodate career education, the more evident it becomes that volunteers also need in-service education. Some of the roles assumed by volunteers and for which in-service education is needed appear below.

1. Career counselor assistants

2. Career discussion leaders and listeners
3. Resource and activity supervisors
4. Neighborhood home-school coordinators
5. Referral agency-school-home coordinators
6. Business and industrial tour guides
7. Role players
8. Work simulation supervisors
9. Career cluster aides
10. Basic education tutors
11. Special education task development helpers
12. On-the-job training supervisors
13. Work sampling consultants
14. Career cluster coordinators
15. Pre-apprenticeship sponsors
16. Advisory committee and task force committee members

Strategies which bring segments of the community together through pre-service and in-service education can well be the fusing element badly needed in many communities.

IMPLICATIONS FOR ADMINISTRATIVE AND SUPERVISORY TRAINING

Marland (8) in his speech "Career Education Now" said, " . . . we must build at all levels . . . a new leadership and a new commitment to the concept of a career education system. For we require leaders willing to move our schools into more direct and closer relationships with society's problems, opportunities, and its ever-changing needs. I believe these leaders will come out of new systems of higher education which prepare teachers, counselors, and administrators."

The training challenges would appear to be those activities which help administrators perceive, plan, manage, and cope with the career education thrust.

Colleges of education face the task of helping administrators and supervisory staff properly perceive the future role of education and their role within the community-based educational system. Administrators are going to have to be exposed to career education activities and to programs, techniques, and methods that are known to work. Administrators should be encouraged to design experimental programs so that new approaches can be developed for future planning.

The focus on career education requires planning skills which include diagnosis of the present situation, establishment of career education goals and objectives, and the meaningful involvement of people. Management skills become more and more important as the school moves toward a greater openness of organizational climate. Another implication is classroom management--helping teachers prepare for individualized learning programs, curriculum development, evaluation methods and tools, and ways to get the community involved.

Perhaps college of education personnel also have a responsibility to serve as sounding boards for administrators who are coping with many pressure groups today. Those of you who are administrators know that coping strengths are essential if we are to facilitate the development of coping strengths in others.

Bowman and Klopf (1: p.221) have identified the following administrative skills for new careers and roles in the American school:

1. Skill in staff development through the consultative process, and through techniques of supporting interaction among members of the staff.
2. Skill in articulating a team operation and supply administrative support to new roles and approaches:
3. Skill in working with Board of Education, parent-advisory groups, community organizations, and less organized "pressure" components of society.

Career education conferences and seminars for administrators and supervisors would appear to be most urgent at this time, followed by in-service and supportive services brought to the local community. Career education should be considered as a possible supportive area for graduate programs. Such a program needs to be action oriented and its activities should be tied to in-the-field practicums.

YOUR CHALLENGE

You are being asked to exhibit a capacity and willingness to fully articulate an extant curriculum, organizational staffing, and facility components to optimize the further development and installation of career education. Should you accept this challenge, you will need to

a. Develop a framework and organizational strategy for implementing career development within your own programmatic operations.

b. Become aware and sensitive to the actual needs and concerns of local communities.

c. Assist state educational agencies and local school units develop viable strategies for career development diffusion. A viable strategy must recognize an enlarged organizational structure which encourages cooperative development.

d. Support local school efforts through pre-service and in-service education and with supportive services.

e. Develop new communication and partnership systems which will help initiate as well as sustain the career education thrust.

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ADDENDUM A

ATTITUDES AND CONCEPTS FOR CAREER EDUCATION

World of Work Attitudes and Concepts--developed by the Rocky Mountain Regional Laboratory, Greeley, Colorado

Desire for work
Responsibility - Dependability
Value of cooperation
Personal satisfaction
Pride in accomplishment
Dignity of work well done
Appreciation for quality
Loyalty
Adaptability
Life aspiration

Career Development Concepts--developed by the Wisconsin Department of Public Instruction

1. An understanding and acceptance of self is important throughout life.
2. Persons need to be recognized as having dignity and worth.
3. Occupations exist for a purpose.
4. There is a wide variety of occupations which may be classified in several ways.
5. Work means different things to different people.
6. Education and work are interrelated.
7. Individuals differ in their interests, abilities, attitudes and values.
8. Occupational supply and demand have an impact on career planning.
9. Job specialization creates interdependency.
10. Environment and individual potential interact to influence career development.
11. Occupations and life styles are interrelated.
12. Individuals can learn to perform adequately in a variety of occupations.
13. Career development requires a continuous and sequential series of choices.
14. Various groups and institutions influence the nature and structure of work.
15. Individuals are responsible for their career planning.
16. Job characteristics and individuals must be flexible in a changing society.

FOR DISCUSSION ONLY
STATE MANAGEMENT SYSTEM
FOR CAREER DEVELOPMENT
AND RENEWAL
January 15, 1972

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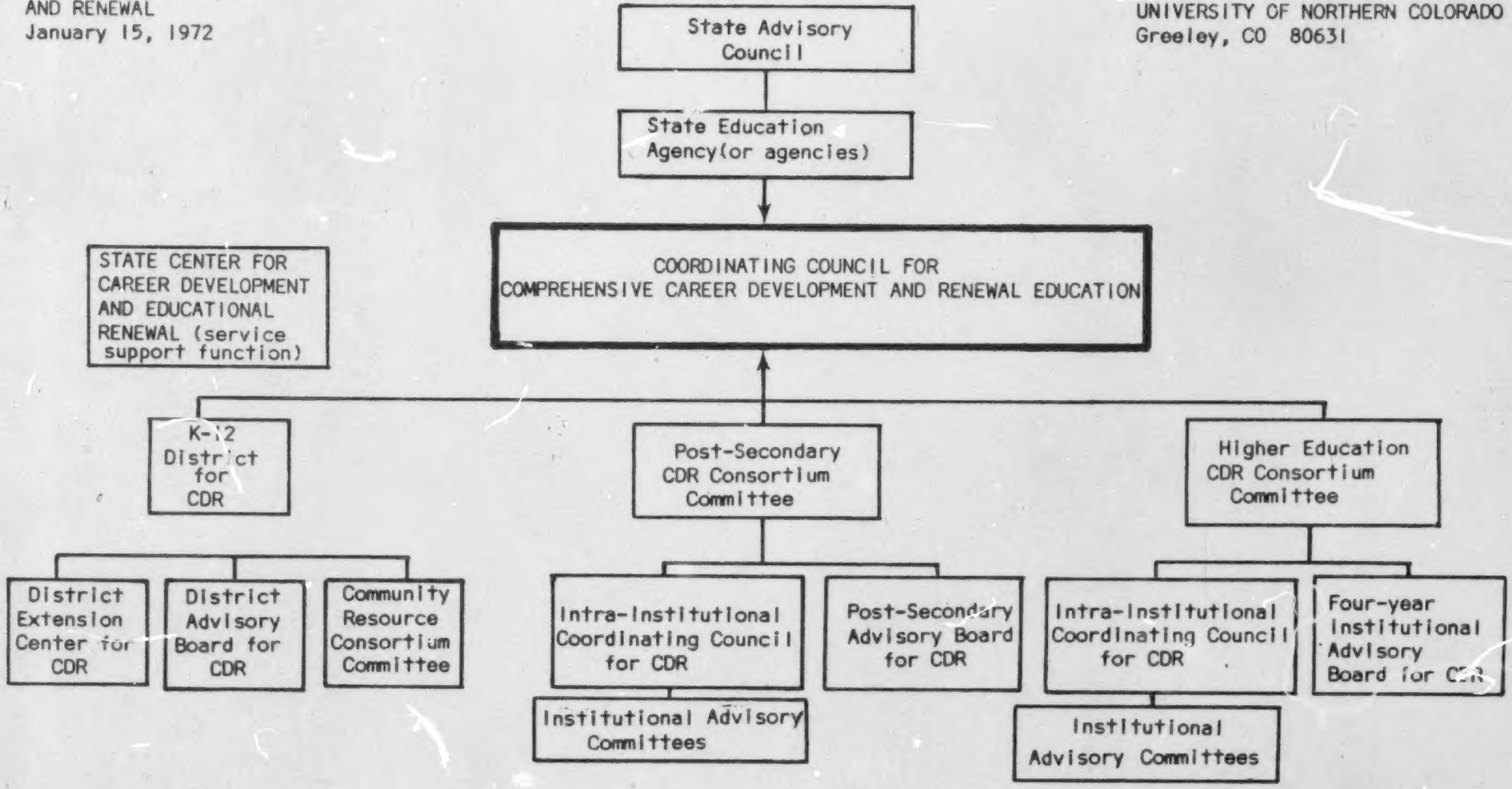
State Advisory Council
State Education Agency(or agencies)
COORDINATING COUNCIL FOR COMPREHENSIVE CAREER DEVELOPMENT AND RENEWAL EDUCATION
STATE CENTER FOR CAREER DEVELOPMENT AND EDUCATIONAL RENEWAL (service support function)
K-12 District for CDR
Post-Secondary CDR Consortium Committee
Higher Education CDR Consortium Committee
District Extension Center for CDR
District Advisory Board for CDR
Community Resource Consortium Committee
Intra-Institutional Coordinating Council for CDR
Institutional Advisory Committees
Post-Secondary Advisory Board for CDR
Intra-Institutional Coordinating Council for CDR
Institutional Advisory Committees
Four-year Institutional Advisory Board for CDR

ADDENDUM C

CAREER DEVELOPMENT EDUCATION*

Level or Location		Cyclic Stages	Instructional Considerations
Elementary	K-3	AWARENESS	Self awareness Work awareness Educational awareness Attitudes Role explorations
	4-6		
Junior High	7-9	EXPLORATIONS	Economic awareness - understanding Decision making skills Career cluster explorations Skill awareness Tentative career identification
High School	9 or 10	IDENTIFICATION AND ORIENTATION	Self identify Educational identify--with one or two occupational clusters for career orientation
	10-12	PREPARATION	Beginning competence development for employability or advanced preparation Planned educational and occupational experiences
		ENTRANCE	Placement and Follow-up--either work or advanced education
Career Development and Renewal Educ. Sites		ASSESSMENT AND RECYCLING	Career guidance, counseling, placement services through extension sites

Personalized Career Guidance Program

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ADDENDUM D

A PROPOSED COMMUNITY-SCHOOL BASED TASK FORCE FOR CONCEPTUALIZING CAREER EDUCATION AT THE LOCAL LEVEL *

TASK FORCE REPRESENTATION	K-3	4-6	7-9	10-12
Counselors	←------	------1	←------1	←------1
Teachers (include academic, general, and vocational)	3	3	3	4
Curriculum Specialists	←------	------1	←------	------1
Local Vocational Director	←------	------	------	------1
Administrators	←------	------1	←------	------1
Librarians	←------	------1	←------	------1
Media Specialist	←------	------	------	------1
Employment Service Personnel	←------	------	------	------1
Home	1	1	1	1
Business and Labor	1	1	1	1
Consultants	←------	------1	←------	------1

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SECTION FIVE

ROLES OF SCHOOLS AND COLLEGES OF EDUCATION IN CAREER EDUCATION

Keith Goldhammer

Roles Of Schools And Colleges Of Education In Career Education

by

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Prepared for the

NATIONAL CONFERENCE ON CAREER EDUCATION
FOR DEANS OF COLLEGES OF EDUCATION

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THE ROLES OF SCHOOLS AND COLLEGES OF EDUCATION IN CAREER EDUCATION

Keith Goldhammer

Schools of education were established in response to certain basic deficiencies in American education. Educational practice was steeped in sterile traditionalism, which was perpetuated by single purpose teacher training institutes throughout the country. Societal conditions required a redirected educational program, to which the majority of educators made little response or promise for change. The training of teachers was bogged down in institutions which had neither the vision, the resources, nor the sense of mission necessary to adapt and improve.

Theory suggests that when a system is faced with problems of dysfunctionality there are four alternative consequences which might be expected:

(1) The system won't adapt and, as a consequence, its establishment retreats into a formalized ritualism to perpetuate itself in its accustomed ways for as long a time as possible.

(2) The system will adapt, but its adaptations are made as slowly as possible to avoid any undue conflict or inconvenience to its internal components, the administrator's assessing that the external components can be mollified with partial and minor adaptations.

(3) The system will adapt and, in doing so, will be faced with both internal and external conflicts, which result in the mobilization of its resources for effective involvement in innovative programs and in the search for support and legitimation from related systems to achieve its ends.

(4) The system will not adapt, and, as the consequences of its failure become increasingly apparent, the external environment has little alternative but to create new systems which are adaptable to its needs. The result is that the old systems are either forced to adapt, to accrete new functions which modify their basic objectives, or face extinction.

The response of teachers' colleges to the challenge of change in American education in the early half of the 20th Century was spotty. Some teachers' colleges were joined with Universities and through aggressive and future-oriented leadership became leaders in the field. Some "dug in their heels" and in a sort of "dance of death" retreated into a ritualism which forecast their inevitable doom. Some became general purpose colleges or universities in attempts to perpetuate themselves.

It would be an exciting study to recapture what transpired within the emerging schools of education and what were the characteristics of such schools during their period of ascendancy. It is pre-eminently obvious that the new leadership had a sense of mission for what the school was to accomplish and which could scarcely be achieved through the institutional arrangements of the old regime. The new leadership recognized the continuing obligation for personnel preparation and that no professional school could survive on the meager theoretical and knowledge bases which characterized single-purpose teachers' colleges. As a consequence, and sometimes for reasons other than service to their own profession, schools of education were assisted to go beyond a narrow concept of personnel preparation and enter into the arenas of research and development.

The great schools of education which emerged in the 1920's and 1930's also noted that they should be leaders in recreating the field rather than the perpetuators of the status quo. New systems of instruction, curriculum, and personnel services were established. New educational roles were defined and installed. New educational concepts were tested and built into instructional strategies. Throughout the entire movement in education during this period of change and reconstruction, there were four major themes which ran through almost all efforts:

First, an emphasis upon educational adaptability to meet the changing societal needs;

Second, a concern for the human functions of education which was characterized by an insistance that educational forms be established to meet the needs of children rather than the perpetuation of culturally determined, traditionally imposed, instructional programs and standards;

Third, a recognition that a viable educational system had to be a self-conscious system constantly undergoing evaluation and appraisal so that there could be assurance of its fulfilling both its societal and its humane functions;

And lastly, a recognition that we never know enough to be satisfied with our educational system as it has become. Constant research and implementation of new concepts and strategies which emerge out of the research are essential to maintain the educational function and as an indispensable means through which society secures its self-renewal and reaffirms its humane considerations.

There appears to be a natural history to social movements. They are initiated; they gain momentum; they have their impact; they become traditionalized and bureacratized; and they begin their decline into oblivion. Some become adaptative and take on new functions which give them new life and purposes. The educational movements in which schools of education had their "finest hours" during the interbellum period withered away when faced with the exigencies of the war years. The vitality was sapped, first, in response to the immediate needs of the emergency; second, as a result of the resurgence of the traditionalists and the fragmentation of educationists as they attempted to appease the academic establishment; and third, as the demands of population growth swamped training capabilities with the overwhelming needs for new personnel regardless of how well or in what fashion they were prepared.

As the massive need for additional personnel started to wane, efforts to innovate and change were made, but for the most part without getting at the fundamental dysfunctionalities of the contemporary educational system. It must be stated crassly that schools and colleges of education have had a mixed reaction to the significant educational problems of the day. There is some evidence to suggest that since the response of schools of education has generally been either negative or, at best, sluggish, leadership is rapidly passing into the hands of local educational systems which must respond in order to survive. As the educational profession is faced with the serious problems of discontent with its traditionalism, of financial crises which threaten the support of educational institutions, and of a serious overproduction of poorly qualified but licensed teachers and administrators, the continued need for schools of education within the academic community is in doubt. What social benefits do they contribute? Are they a part of the problem or the agency through which solutions may be found?

THE CAREER EDUCATION THRUST

It is argued elsewhere, and not a part of the purpose of this paper to defend, that career education constitutes a new, vitalizing thrust in education. There are, of course, those who will say that it is just another passing fancy and if we don't pay too much attention to it, it will go away and leave us undisturbed. The evidence mounts daily that this is not the general reaction. The increasing public and legislative reaction to career education is one of hope that a new paradigm for educational operations has finally been found which will not only provide a basic social return consistent with the anticipated human and financial inputs, but a relevance for youth which will help them find their social identifications and secure a sense of mission and destiny as participating members of society. The challenge of this new paradigm to schools of education is whether they will be capable of mounting those programs which are essential for achieving the objectives of the thrust and thereby regaining some of their old vitality, or if the movement will pass on, as schools of education are unable to respond adequately.

WHAT MUST BE DONE?

I. A NEW SENSE OF MISSION

Pedagogical rhetoric has long suggested that the basic function of education is to provide for the personal and societal needs of each individual child. However, in practice, the educational system has never functioned in a manner which reflected such an emphasis. Education is considered "the knowledge business", not the business of capacitating human beings so that they can live contributing, participating, self-fulfilled lives. Education may be in trouble today because educators have been perpetuating the myth that human beings can be actualized by coming in contact with academic studies. Career education is a challenge to schools of education to devise the means through which the entire educational enterprise can be recreated to serve the basic human needs of all of the people in our society. It calls upon schools of education to develop new educational paradigms, new instructional strategies which put emphasis upon what individuals can do, how they can perform as a result of their educational experiences, not just what they happen to know.

Some amongst us will immediately say this is not a new cry, which, indeed, it is not. One can find its counterparts throughout the entire reach of American educational history. But somehow schools of education have failed to develop the practice which puts emphasis upon children and their developmental needs, rather than on the methodology of teaching routines and, frequently, irrelevant subject-matter. As Jerome Bruner has now concluded, he among the others who emphasized the "structure of knowledge" approach failed to see that the established paradigm was not realistic either for the needs of the large majority of children or for achieving educational relevance with respect to immediate and long range social needs. For the large number of children who come from minority and economically disadvantaged groups, the school system has served as a means for keeping them depressed rather than alleviating their misery.

Not a reaffirmation of faith, but a diversion of resources into programs of action will attest to that new sense of mission. We do not need, at this moment, to wait for new definitions of the basic human needs or of the tasks of education which arise out of our perception of them. The literature of the past 30 years has many examples from which we can draw and in accordance with which we have done relatively little. Witness Maslow's hierarchy of needs, Havighurst's statement of the developmental needs of children and youth, the paradigms for the human-centered schools suggested in the Educational Policies Commission publications, *Education for All American Youth* and *Education for All American Children*, and the statements of developmental tasks therein, and Hill and Luckey's excellent contemporary statement of the basic learnings essential for all children, if they are to become fully capacitated, actualized, fulfilled, contributing participants in society. Career education springs from these statements. The basic human functions of education in today's world, as reflected in these statements, constitutes the foundation for a new and pervasive sense of mission in teacher education.

The academic tradition, under the guise of academic freedom, has emphasized the independence of each professor to conduct his teaching and research as he sees fit. The result has been academic anarchy, which no professional preparation program can well afford. What is taught in one sequence of courses is frequently contradicted in another, leaving the student bewildred, confused, and without direction. The two arguments used to defend the lack of direction in preparatory programs is that it is good for the students to discern different points of view and that students must be free to select their own philosophical positions. The results of this "liberal" perspective has been that to too large an extent teachers go into the schools prepared to maintain educational rituals, little mindful of the role education must perform to alleviate the human problems of the day. In accepting the challenge of a mission to change education to meet the human needs of our society, schools of education must accept the inevitability of coordinating and structuring their resources so that they maximize their use for achieving their desired ends.

II. REORGANIZATION OF THE BASIC FUNCTIONS OF SCHOOLS OF EDUCATION TO SERVE THE NEEDS OF CAREER EDUCATION

(1) Preparation and retraining. Career education will not result in the desired massive renewal of the educational system if schools of education do little more than prepare certain teachers as "career education teachers." The applications of career education suggest that the basic or pre-service teacher preparatory programs be thoroughly redesigned. There are undoubtedly many patterns through which this can be accomplished, but several guidelines may be indicated:

First, the primary emphasis in the preparation of teachers within the career education program should be upon their acquiring knowledge and competence to assist children in meeting their developmental needs. Schools of education must carefully consider the viability of the current practice through which general education and content acquisition precede most of the professional pedagogical training. We have, perhaps, delayed introducing teachers to the initial professional experiences too long to expect them to gain the maturity as well as knowledge and skill they need for their entrance into teaching. At the very least, we need new models whereby the entire higher education experience of trainees involves them in professional studies and activities which enable them to make the necessary adaptations of content and to discover the instrumental values for children of the knowledge content of the educative process. Teacher preparation programs should be designed as holistic programs, every facet of which relates to the professional aspects of the teacher's role in helping children to become effective, capacitated human beings.

Second, the content and general education of teachers must be carefully selected in accordance with their professional needs for guiding the growth and development of children, rather than in accordance with a basic disciplinary approach to scholarship and a structure of knowledge. The tradition of subject matter scholarship in education rather than professional training to assist children to gain the knowledge and power to perform their roles in society effectively may be one of the most serious issues retarding the renewal of the educational system. Teachers in the career education mode must be prepared to use knowledge instrumentally to help children achieve their purposes. To accomplish this end, content preparation of teachers must be revised to serve the ends of a truly professional teacher preparatory program rather than the requirements of scholarship within the disciplines. Career education requires that priority be given to the professional preparation of the teacher, and the scholarship be relegated to its proper place.

Third, the preparatory program should also include broad preparation of teachers for developing both knowledge of and competence in helping children acquire skills related to all of the life roles in which individuals engage. For children as well as adults, skills to perform their roles as producers of goods or services and as members of a family are of primary importance. Skills of citizenship, participation in avocational pursuits, and understandings which lead to religious and aesthetic appreciations are all essential aspects of life activities. Teachers must have specific specialized professional training in helping children to achieve fulfillment through the manner in which they perform these life roles. This means that all teachers must have specialized knowledge of the range of life roles in which human beings engage.

Fourth, within the career education model all teachers will need to understand the nature and the problem of work in contemporary society. Neither Calvinist nor Social Darwinian attitudes toward work are realistic in 20th Century society. Neither has any viable substitution for work as the means through which an individual finds his identity in society, engages in meaningfull use of his time, and earns sufficient money to sustain his family's needs been found. Many aspects of the problem of work in our society are still open questions, but they are, nevertheless, questions with which teachers must deal in performing their roles effectively in guiding child growth and development.

Fifth, the preparatory program for teachers must also provide a realistic understanding of the nature, organization, and requirements associated with the world of work. Career education postulates the centrality of the schools' focus upon the world of human affairs. All teachers, consequently, should have the basic knowledge of the generalized clusters through which individuals become employed as producers of goods or services. They must have thorough knowledge of the nature of the structure of the occupational and professional world, of training requirements and other entry specifications, of levels of employment within specific fields, of ways of life associated with occupations, and so forth.

Sixth, career education also suggests that teachers must be prepared to work within the framework of a variety of instructional modes. The roles of teachers, other than as disciplinarians, custodians of pupils, and disseminators of knowledge, have not been clearly explicated. Instruction under career education seems likely to follow patterns associated with a clinical mode of classroom organization, in which teachers work as members of teams, each of whom has specialized roles, focusing their efforts upon the diagnosis of the developmental needs of each child, prescribing various educational interventions to assist in his growth and development, evaluating pupil progress, and redirecting learning energies toward advanced levels of accomplishment. This general mode of instruction will involve greater skill in individualized instruction, the use of large and small groups functionally to achieve desired ends, the selection and construction of specialized materials, the employment of multi-media, programmed and performance-oriented instructional modules, and so forth. As previously indicated, emphasis will be upon the instrumental values of knowledge rather than knowledge acquisition as the terminal consequence of the instructional effort.

Seventh, the variety of activities and the breadth of competencies needed in the various stages of career education suggest that teachers may have to work as members of teams and have areas of specialization which they bring to team operations. Some will be prepared as educational diagnosticians, some as teachers of basic learning skills, some as specialists in child growth and development, some as specialists in guidance, some as specialists in areas of particular life roles, and some in a variety of other roles. Not all will necessarily be of equal professional rank or level of accomplishment, but all will be specially prepared to use certain knowledge and skills to serve the pupils' educational needs. Special education is not likely to be located in "programs" in the current sense, but special education personnel will be members of instructional teams, dealing with children within the normal classroom situation. Guidance will permeate the school system and guidance personnel will be needed who are prepared to work with both teachers and pupils and have skill in relating to the developmental needs of pupils, to their roles in all life activities, and particularly to the decisional and career guidance needs of children. Teachers will have specialized resources available and will have to know how these resources can be most effectively employed.

Eighth, vocational education will play a new and more important role in the schools. The term vocation is used here, and within the career education program, in a broader sense than generally employed in academic communities. Vocation is used to include all of the professional, skill, productive, and service occupations in which individuals engage for remuneration. In conceiving of education as a means for helping individuals find their careers in society, the distinction between the academic and the vocational must be eliminated, with all subjects related in some fashion to the life needs of individuals. The college preparatory program should lose its emphasis upon scholarship and a structure of knowledge and substitute an applicative approach through which children can explore professional fields and acquire the foundational knowledge they need for entering specific professional programs. The life of the scholar is one such professional field, but not for all or even a significant percentage of the school population.

The field of vocational education itself needs to be examined and reoriented. Occupational skill development is only one facet of the vocational preparatory program. It is doubtful that schools of education can prepare teachers for all of the occupational skills which will be taught in high schools, technical institutes, and community colleges. Master craftsmen will continue to be recruited into occupational and technical teaching. Schools of education will be called upon to provide some pedagogical training for teachers of occupational skills without regard for college entrance requirements or degree programs. Most of this work will be done through in-service programs.

More pervasive, however, will be the preparation of vocational education generalists who help children explore vocational opportunities and assist them in making their decisions based upon knowledge of specific occupational fields as well as their own interests and capabilities. These teachers will constitute an almost totally new breed of vocational educators, which few if any schools of education are now prepared to produce.

Ninth, it is apparent that of equal if not greater significance to schools of education is the in-service needs for current practitioners whose efforts in the career education program must be established on the basis of knowledge and skills which probably relatively few now possess. Schools of education must acquire competence to provide for the in-service needs of the educational professions on more than the peripheral basis which now exists. Massive programs in collaboration with school districts and other agencies on a continuing basis and as an established part of the programs of the schools must be developed.

Perhaps the distinction between pre-service and in-service programs needs to be eliminated. It is more than likely that what is most needed in emerging career education programs is a concept of continuous professional education - the never ending process of maintaining currency of knowledge as new knowledge is available and as societal imperatives shift. The proprietary professions have been able to take long steps toward a concept of continuous education because the competitive nature of their service requires that practitioners not fall behind. The salaried professions become more protective and seek security measures which shelter practitioners from competition and the need to keep themselves professionally current. Perhaps, the opportunity to develop a meaningful system of professional renewal for all educators constitutes the greatest current challenge to schools of education.

Tenth, the role of the home and the community will take on new dimensions in the life and activities of the school. The whole concept of the community school will have to be applied to career education programs, in respect both to the needs of children and to the re-training needs of adults. Teachers should be prepared to understand and use effectively the broad range of capabilities which now exist within the community outside of the school. Children will be engaged in community activities outside of the school and will, probably, receive part of their exploratory experiences in businesses, industries, agriculture, and professional establishments. Teachers will perform essential roles in helping to guide these activities and in protecting the children from exploitation as assurance is provided that these experiences are based upon acceptable educational standards.

Since career education has implications for the adult population, as well as the young, teachers will be needed who can relate effectively to the learning needs of mature individuals. Adult and continuing education programs and programs designed to meet the needs of individuals who have not been able to achieve their desired ends through normal schooling must be emphasized. As these programs emerge, it is entirely likely that extensive new opportunities for professionally prepared teachers will be provided.

Eleventh, the greatest hope for career education lies in what it can provide for culturally diverse and economically disadvantaged children and adults. Special programs for developing appropriate strategies for dealing with the problems of cultural pluralism and disadvantagement should be extended. All teachers will need extensive preparation in these areas.

(2) The search for new knowledge and the application of knowledge in the disciplines to educational problems. Schools of education have

long given lip service to their functions as agencies which produce new professional knowledge relevant to both teaching and learning. In practice, very little other than the sterile types of projects accepted for graduate theses is actually done through schools of education. Few systematic programs supported through institutional funds actually exist. The methods through which resources are allocated to schools of education emphasize meeting instructional needs but neglect the university's obligations for the support of research and development. Research and development centers tend to be islands unrelated to instructional programs in universities, and regional research laboratories have had few if any systematically developed roots in university programs. The establishment of R & D Centers and Regional Laboratories to take over the functions of research and the types of independent organizations they have become have widened the gulf between practice and knowledge rather than helped to narrow it. A dangerous void exists in the development of knowledge into viable, usable instructional strategies. More resources of schools of education must be made available to assure appropriate use of existing knowledge for the purposes of career education and to develop the strategies, modes and structures which may be indicated. Not the least concern in the application of knowledge to the problems of career education and instruction is that of searching the behavioral sciences for guides from which criteria for the evaluation of instructional practices may be made.

In spite of all the educational research accomplished in the last 20 years, the gaps in our knowledge in areas critical to the relationship between instructional programs and human developmental needs is very great. Some priority areas with which schools of education need to be concerned include further analysis of the career development process, the development of effective programs for dealing with the many educational manifestations of cultural pluralism, and the educational problems associated with urbanism and the changing configurations of rural life patterns in our society. We need to have some explorations both philosophically and scientifically of theories of learning which go beyond "getting to know" and encompass concepts of learning which relate to acquiring skill in meeting human needs and becoming capacitated as fulfilled human beings. Educators need to know a great deal more about personality formation, the acquisition of internalized values, the ways in which individuals use values as guides for their behavior, the processes through which the individual achieves a state of self-awareness and self-discipline, and the barriers which prevent an individual from achieving self-control. Not the least of the knowledge needs in education relate to the acquisition of behaviors as teachers which lead to the creation of various types of teaching styles which constitute a means for either the facilitation or frustration of learning by pupils. It is one of the most serious deficiencies of education that the processes of teacher education have been subjected to so little research in spite of the fact that teacher education is one of the largest single professional programs of most university operations.

Two imperative functions emerge for schools of education. First, at this time when the surplus of teachers enables them to reduce enrollments, resources must be allocated to the research and development needs in education. We can no longer do all that is needed and as quickly as needed by relying upon federal funds and whimsical federal policies. A massive local job of salesmanship is essential. Second, regardless of whether or not schools of education engage in research on their own, they must engineer, develop, test and apply the findings of other agencies and other fields for teacher education and educational practice in general. The changes imposed by career education necessitate the use of all knowledge about learning and human development available to us.

(3) Developing new field relationships. A new pattern of relationships among schools of education, state boards of education, operating school units and a variety of agencies within the community becomes essential under the career education program. The nature of the skills required of teachers in career education suggests more than theoretical knowledge about teaching and learning or vast chunks of subject-matter content. An individual matures in his professional teaching skills. The ability to diagnose and prescribe for human needs requires not only knowledge, but an intuitive familiarity which emerges over time and through both experience and the guidance received from "old pros". Although we know little about the influences which produce the mature teacher, there is a growing recognition that the role of the preparatory institution involves the provision of instruction and guidance in real life situations over a considerable period of time. It is questionable that the entire job can be done by the traditional types of personnel employed in teacher training institutions. Neither can it be conceived, in our present state of the art, that the goal

can be achieved without the assistance of a school of education which has an opportunity to provide a broader overview of the impact of teaching and instructional systems than is generally obtained within operating units.

The isolation of the school of education has generally helped to perpetuate the isolation of the school district from the community it serves. There is probably no school district in the United States today that has the resources necessary fully to implement a career education program, and there is probably no school of education which can mobilize enough resources to perform all of its functions without the involvement and assistance from agencies external to it. Effective patterns of interrelationships to provide the practical or real life settings through which the individual matures as a professional educator, along with his having an opportunity to gain the broad and specific knowledge which he needs as a professional person, must be worked out.

In preparing personnel for the real world, both of education and human affairs, the school of education should become functionally related to other agencies which have additional resources which can be effectively used in developing professional knowledge and competence among teachers. The "tooling up" of schools of education to accomplish their objectives within the career education framework could be an extremely expensive process and much of the equipment and facilities which will be needed is duplicative of that which is available in other agencies. Expensive vocational education equipment, for example, is available in technical schools and community colleges. It is doubtful that many universities could provide for their vocational education programs the facilities comparable to those which exist in agencies scattered throughout the states and which receive at present only partial use. It is also doubtful that many universities will be able to employ or extend their resources for obtaining the master craftsman with pedagogical skills and understandings of the total vocational education program needed to train teachers in the occupational skills. It may be argued that such a program has doubtful validity as a part of the university mission. In most places better utilization of the public's investment both in the physical and human resources of technical and vocational schools will be obtained through the development of cooperative use of such facilities both for the actual training of workers and the preparation of occupational skill teachers.

The development of instructional modes other than the assign-study-recite and the emphasis upon the clinical role of the teacher require the broader field-based or laboratory settings with both students' and professors' spending increased amounts of time in public schools and the collaboration in the teacher education programs of specialized personnel of the public schools.

It can no longer be argued that teacher preparation is the exclusive domain of the school of education. Joint relationships are essential not only to obtain the desired laboratory situations through which trainees gain insight and maturity for dealing with the problems of students, but also to assure the viability of teacher education programs with respect to the imperatives of the local community. The heterogeneity of values, cultural concerns and economic conditions which prevail throughout the country or within any geographical area dictate different modes of operation for schools under varying social, cultural and economic conditions. Just as it is no longer desirable to maintain one mode of instruction in all schools, neither is it desirable for teachers to be prepared for dealing with the real life problems of children in one sheltered laboratory setting. Not only does the teacher preparation program require the professional capital of the staffs of the schools of education but also the vast experiential capital within public schools and community agencies which conduct the real life affairs and deal with children, youth and the social problems within the community. If the thrust of career education is toward relating the schools toward the real life of society, the preparation of teachers should be as broad as possible and involve the interaction of as much of the total life of society as possible.

One of the problems of the current educational milieu is the extent to which education has become fragmented into small proprietary domains with the participants of each domain jealously guarding their jurisdictional rights. Recrimination, safe-guarding of resources, dysfunctional programming have been the consequences of this prevailing fragmentation. A proper accountability of all echelons of the educational profession requires cooperative and coordinated efforts with a concentration upon the ultimate goal to be achieved rather than the protection of islands of private domain.

The forms through which these relationships will emerge must be worked out through experimentation. It is conceivable that a variety of desirable patterns will emerge. Consortia involving the establishment of teacher preparation centers away from campuses are certainly one avenue.

Such consortia may well include cooperative relationships with schools of education, local school districts, intermediate educational agencies, community and junior colleges, technical-vocational institutes, and other types of educational agencies within the community. On-site experiences of students should include not only in-class experiences but experiences in a variety of youth-serving and regulatory agencies as well as in a variety of programs involving professional fields, business and industry.

One of the most critical aspects of these relationships in the field is obtaining proper personnel from both the university and local agencies to guide and to supervise the activities of trainees. Field supervision has generally been poorly controlled in teacher education. Schools of education need to give special attention to the selection and preparation of personnel who will have responsibilities in public schools for both the experiential and the related didactic activities of trainees. It is not at all unlikely that schools of education will face a number of new issues in relationships with school boards, administrators and teacher organizations as a result of these new field relationships.

(4) Developing new instructional materials. Individual faculty members in schools of education have long had experience working with other agencies in the development of instructional materials. Emphasis has been placed upon the production of textbooks and other types of "canned" materials. The system for the production of instructional materials has resulted in the domination of the field by commercial enterprises, which use criteria related more to profitability than to instructional appropriateness and effectiveness. In spite of some excellent new developments in the production of instructional materials in regional education

laboratories, commercial dominance of the field has resulted in the failure to provide adaptable means for relating instructional materials to the specific learning needs of individual children, or the development of the implications for new and promising instructional modes and technological media to the most appropriate classroom utilization. The production of instructional media has been centered upon knowledge dissemination functions of the school rather than entering into some of the more ambiguous and controversial issues related to values, decision-making, and understanding the nature of self.

Little emphasis in teacher preparation programs has been placed upon the skills needed by teachers in the preparation of instructional materials. In spite of the growth of instructional materials centers in larger school districts, there are relatively few adequate programs in the United States for the training of instructional materials specialists.

New programs in the public schools as well as in colleges and universities are hindered because of the lack of the availability of appropriate materials. Career education will augment the need for materials which can be used to facilitate the child's attempt to find a means through which he can guide his own developmental processes. The range of materials needed will be far more extensive than currently provided. Schools of education should place greater emphasis upon the development of the skills which teachers need both in the preparation and selection of instructional materials, the evaluation of materials, the proper use of various media and the preparation of materials specialsits.

(5) Maintaining appropriate educational assessment. Schools of education have a continuing responsibility for monitoring the educational system.

That monitoring should take the form of a clinical assessment of the accomplishments and needs of the educational system along with recommendations for the proper adjustment of the system to build upon its strengths and remove its weaknesses. Accompanying the role of evaluator of the effectiveness of the educational enterprise is that of assisting in the development of those programs and services which will help schools substitute strengths and direction for weakness and aimlessness.

If the normal natural history of social movements is to be changed, a mechanism must be found for preventing program paralysis. Such a vehicle could well be a continual monitoring process based upon sound principles of evaluation and developed for the purpose of making a systematic analysis of accomplishments and needs. Such a system needs to be diffused throughout the land and related to specific programs rather than to generalized national effects. Only through such monitoring and constant localized assessment can sound perspectives on what the consequences of educational programs be obtained.

CONCLUSION

There are two basic questions to which administrators of schools of education must respond. How do schools of education regain leadership in the field of education? How do schools of education mobilize their resources to set the direction and achieve a desirable renewal of education within the country? If there is no concern for the significance of these two questions in today's operations, then we might as well forget the roles of schools of education in the emerging career education efforts. If we are concerned, we must explore why public education is in trouble and why the prestige and effectiveness of schools of education have declined.

In the judgment of this writer, there are four operations within schools of education which are basic to the answers to both questions.

First, schools of education should provide the diagnosis of the present conditions of education and evaluate the progress toward the improvement of the educational enterprise with respect to the imperative needs of the day.

Second, schools of education should find the means for implementing programs which are designed to accomplish the essential missions of education in relationship to the social and personal needs in our society. The prescription of how these basic problems are to be attacked and what the essential roles of our educational enterprise should be is long overdue.

Third, schools of education should find the means through which they can provide for the necessary renewal of educational expertise so that the personnel resources of the country in education are sufficient for accomplishing the desired ends.

Fourth, schools of education, as a result of their experiences in the other three areas, should assume responsibility for affecting the policy and legislative influences over education in this country. Our influence in this area has been minimal primarily because we have not achieved the organizational basis through which we can have the desired impact on legislative processes.

These roles are certainly not inconsistent with the traditional roles of schools of education. The essential problem, however, is that for sometime we have been more concerned with the promotion of the interests of individual institutions rather than the development of cooperative relationships which enable us to use our resources effectively to change and improve the quality of education within the country. Many of us believe that the thrust of career education can well be the means through which renewal is possible throughout the entire educational enterprise. We believe that career education constitutes a promise to make education relevant to the lives of all children and youth. It represents an all-encompassing effort to direct educational efforts toward a meaningful involvement with the basic human problems of our society. We think schools of education have an unavoidable responsibility to analyze its implications, to develop the techniques and strategies which will help it become successful, to prepare the personnel who can maintain the programs and relate effectively to the career development needs of children and youth, to do the research and evaluation essential to change it from its present primitive beginnings into a totally refined instructional effort.

If we are right, education will have taken its promised step forward. If we are wrong, it is incumbent upon those who recognize our error to lead us out of the darkness and show us a more viable paradigm for education through which the needed renewal can take shape. Either we adapt, and face the consequences thereof, or we unavoidably have to be held accountable for other consequences.

APPENDIX B

PROFESSORS CONFERENCE MATERIALS AND MAJOR PAPERS

NATIONAL CONFERENCE ON career education

FOR PROFESSORS OF
EDUCATIONAL ADMINISTRATION

COLUMBUS, OHIO
May 7, 8, 9, 1972

SPONSORED BY

THE CENTER FOR VOCATIONAL
AND TECHNICAL EDUCATION
THE OHIO STATE UNIVERSITY

IN COOPERATION WITH

THE COLLEGE OF EDUCATION,
THE OHIO STATE UNIVERSITY

and

THE UNIVERSITY COUNCIL FOR
EDUCATIONAL ADMINISTRATION

CONFERENCE AGENDA

National Conference on Career Education For Professors of Educational Administration

Christopher Inn, Columbus, Ohio
May 7, 8, 9, 1972

Sunday, May 7

4:00 P.M. ***REGISTRATION*** Lobby

6:30 ***CONFERENCE BANQUET PROGRAM*** Suites A and B

Presiding:

Robert E. Taylor, Director
The Center for Vocational and
Technical Education
The Ohio State University

Welcome from U.S.O.E.

Rue Harris, Director
Career Education Task Force
U. S. Office of Education

Film: "Career Education"

Film: "I Want To Be..."

Keynote Address:

"Emerging Role of Career
Education" .... Robert M. Worthington
Associate Commissioner
Adult, Vocational and
Technical Education
U. S. Office of Education

The Plan of the Conference:

Robert E. Taylor

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Monday, May 8

8:30 A.M. ***FIRST GENERAL SESSION*** Suites A and B

Presiding:

Luvern L. Cunningham
Dean, College of Education
The Ohio State University

Summaries of Papers by Authors:

1. "Implications for Career Education of Research and Theory on Career Development" .... Samuel H. Osipow
   Professor of Psychology
   The Ohio State University

2. "Nature and Characteristics of Emerging Career Education Curriculum" .... Bruce Reinhart
   Research Specialist
   The Center for Vocational and Technical Education

3. "The Emerging School-Based Comprehensive Career Education Model" .... A. J. Miller
   Associate Director
   Field Services & Special Projects
   The Center for Vocational and Technical Education

4. "Problems in the Organization and Administration of Career Education Programs" .... George N. Smith
   Superintendent of Schools
   Mesa Public Schools
   Mesa, Arizona

5. "Administrative Needs and Problems in the Installation of Career Education Programs" .... William Moore, Professor
   Educational Administration
   The Ohio State University

10:00 ***COFFEE BREAK*** Pool Lounge

Monday, May 8

10:30 **FIRST GROUP MEETING**

Refer to schedule for Monday, 10:30 a.m.

11:30 **LUNCH** (No formal arrangements)

1:00 **SECOND GENERAL SESSION** Suites A and B

Presiding:

Keith Goldhammer, Dean
School of Education
Oregon State University

1. "UCEA and Career Education" ..... Jack Culbertson
Executive Director
The University Council for
Educational Administration

2. "Roles and Opportunities of
Educational Administration
in Career Education" .... Luvern L. Cunningham, Dean
College of Education
The Ohio State University

2:30 **SECOND GROUP MEETING**

Refer to schedule for Monday, 2:30 p.m.

3:30 **COFFEE BREAK** Pool Lounge

4:00 **THIRD GROUP MEETING**

Refer to schedule for Monday, 4:00 p.m.

5:00-6:00 **SOCIAL GATHERING** Suite B

No Evening Conference Activities Scheduled

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Tuesday, May 9

8:00 A.M. ***THIRD GENERAL SESSION*** Suites A and B

Presiding:

A. J. Miller

Panel of School Personnel: Emerging Programs in the Public Schools, Problems and Accomplishments:

1. Comprehensive Career Education Model, Atlanta, Georgia .... Helen Cook
   CCEM Project Director
   Atlanta Public Schools

2. Universe Model, Richmond, Kentucky .... John Jenkins
   Director Universe Model
   Eastern Kentucky University

3. Comprehensive Career Education Model, Lakewood, Colorado .... Robert Wilson
   CCEM Project Director
   Jefferson County Public Schools

4. Region V Educational Services Center, Lancaster, South Carolina .... Herbert Tyler
   Region V Educational Services
   Lancaster, South Carolina

5. Los Angeles Unified School District, Los Angeles, California .... Robert Sampieri
   CCEM Project Director
   Los Angeles Unified School District

10:00 ***COFFEE BREAK*** Pool Lounge

10:30 ***FOURTH GROUP MEETING***

Refer to schedule for Tuesday, 10:30 a.m.

11:30 ***FIFTH GROUP MEETING***

Refer to schedule for Tuesday, 11:30 a.m.

Tuesday, May 9

1:00 **CONFERENCE LUNCHEON PROGRAM** Suites A and B

Presiding:

Jack Culbertson

Summaries of Group Discussion by Writers:

1. "Implications for Career Education of Research and Theory on Career Development" .... Samuel H. Osipow
2. "Nature and Characteristics of Emerging Career Education Curriculum" .... Bruce Reinhart
3. "The Emerging School-Based Comprehensive Career Education Model" .... A. J. Miller
4. "Problems in the Organization and Administration of Career Education Programs" .... George N. Smith
5. "Administrative Needs and Problems in the Installation of Career Education Programs" .... William Moore

Luncheon Address:

"Roles of The Center for Vocational and Technical Education in Development and Installation of Career Education" .... Robert E. Taylor

Question and Answer Period: Implications for Education Administration

Moderator:

1. Robert E. Taylor
2. A. J. Miller
3. Keith Goldhammer
4. Duane Nielsen
   Career Education Development
   Task Force, U. S. Office of Education
5. Conference Consultants

3:30 P.M. *Conference Adjournment*

Schedule for Small Group Sessions

	1st Meeting Monday 10:30 A.M.	2nd Meeting Monday 2:30 P.M.	3rd Meeting Monday 4:00 P.M.	4th Meeting Tuesday 10:30 A.M.	5th Meeting Tuesday 11:30 A.M.
1. A. J. Miller Pool Lounge	A	B	C	D	E
2. W. Moore Suite F-N	B	C	D	E	A
3. S. Osipow Suite F-S	C	D	E	A	B
4. B. Rinehart Suite E	D	E	A	B	C
5. G. Smith Suite F-M	E	A	B	C	D

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(Revised)

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National Conference on Career Education
For Professors of Educational Administration

Christopher Inn, Columbus, Ohio
May 7, 8, 9, 1972

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SECTION SIX

PROBLEMS IN THE ORGANIZATION AND ADMINISTRATION OF CAREER EDUCATION PROGRAMS

George Smith

Problems In The Organization And Administration Of Career Education Programs

by

GEORGE SMITH

SUPERINTENDENT OF SCHOOLS
MESA, ARIZONA

Prepared for the

NATIONAL CONFERENCE ON CAREER EDUCATION
FOR PROFESSORS OF EDUCATIONAL ADMINISTRATION

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PROBLEMS IN THE ORGANIZATION AND ADMINISTRATION OF CAREER EDUCATION PROGRAMS

George N. Smith

INTRODUCTION

Man has many ways in which he reacts to the inevitable. An old proverb deals with the reactions of a native population on a tiny Pacific isle when informed a tidal wave was forthcoming. One group began a festival of revelry, another followed a leader to the mountain top to meditate until the end, while the third group began investigating methods of living under water.

Schoolmen are in the same dilemma today. A fast moving society has created an enormous technological revolution which has left many students graduating from the schools lost in the swiftness of societal change. Youth has responded by rebelling, by dropping out or copping out, or by clogging the welfare roles which compound the social dynamite in the nation's inner cities and streets. Schoolmen have ignored the problem, have responded by calling for solutions which reinforce or fail to touch the problem, or simply hoping, that more faith will produce a solution.

Educators are just beginning to ascertain how to live with the problem by creating alternatives and changing the system, or in the language of our Pacific islanders, how to live under water.

There can be little doubt that one of the major thrusts creating career education is the striking need for relevance based on the reality of the present U.S. labor market. But career education is more than just economically motivated. It recognizes the potent implications of earning a livelihood in this country as a measure of the total human development as a human being. This marks the emphasis in career education as critically and dramatically different from one of a narrowly defined emphasis in vocational education.

CHANGE PROCESSES AND PROBLEMS

Career education is envisioned as a bold change of great magnitude on the contemporary American education scene. Balances in the preparation of alternatives for American youth other than the college prep type have been introduced swiftly on a broad scale basis. Promise and potential are in the balance with such a collapsed time schedule. Schools cannot usually respond rapidly to needs for renewal or change.

First, most school systems are not organized to respond quickly to change. They are built on assumptions of logical decision-making with due deliberation following the established lines of authority and the existing division of labor. In times of slow external stress, such organizational structures may be adequate (1: Burns, Stalker). In times of rapid external change in the environment they are clearly inadequate.

Special project implementation with a collapsed time schedule creates additional difficulties in addition to the usual problems confronting changing programs. Comparison can be made to explorations in the wilderness: witness the explorer who sets out to cross Death Valley, judges his route inappropriate, and changes direction with dispatch. Many times in new programs, decisions are made at critical times which change the original goal.

This presents the first problem in the organization and administration of special projects like career education programs. From the point of view of a superintendent, the alternative is to organize quickly outside the school structure, build in lines of linkage to that structure, and move towards what has been called a project type of organization (10: Stewart). This alters the normal structure into a "matrix" with over-lapping lines of authority and positions and creates problems of its own. The largest long range concern must be directed towards the problem which all innovations organized outside the normal school structure must face, that of being "fenced off" and ultimately abandoned.

Such problems may strike the practitioner as unnecessarily esoteric at this point, but a major purpose of this paper is to alert superintendents and professors of educational administration to one of their major functions, i.e., to anticipate and head off possible problems by confronting them from the beginning. In Mesa, the career education proposal was hammered out by a task force approach in ten days. It was entirely accomplished by in-house expertise. The model of those ten days (a project administration model) is simply extended in the larger Comprehensive Career Development project, though on a much broader scale. Given the shortened timelines established by national priority, it was imperative that we had to staff from within.

LINKAGE PROBLEMS AND TEMPORARY SYSTEMS

Due to the abbreviated time requirements established by The Center of Vocational and Technical Education the career education project was organized outside the line and staff structure of the Mesa Public Schools. In attempting to anticipate the problems caused by such organization it is necessary to examine the nature of temporary systems and their special problems (9: Miles). These may be classified as follows:

(1) input overload;

(2) unrealistic goal-setting;

(3) lack of process skills;

(4) alienation; and

(5) linkage failure.

All of these problems have already been manifested to some degree in Mesa, and I suspect elsewhere as well.

INPUT OVERLOAD

The Project officers of the career education program in Mesa were responding to the call for organization by The Center for Vocational and Technical Education, and trying to plan for local action, while being plagued by phone calls and inquiries by anxious members of the school system who were eager to get going. Meetings extended from early in the morning to late at night. Fatigue set in and some officers became "up tight" as the saying goes. Project management is not an up-hill slowly inclined plane of activities, it is bumpy, and contains peaks and plateaus. There are intense periods and slack periods. Planning can alleviate some of these problems, but not eliminate them completely.

The process of "fast-tracking" (to borrow a term from the construction industry) is salient to rapid organizational needs for response. Toleration for ambiguity, respect for human frustration and fatigue, and talent for fast modification of critical paths are essential qualities of project teams to resist counterproductive forces of input overload.

UNREALISTIC GOAL-SETTING

Great rhetoric and high purpose often lead to unrealistic goals. In the beginning, the writing of a philosophy, the "call to arms," many briefings and Rotary Club speeches make it appear as if talking about career education could bring it about. Later, the sober facts creep in. The system is large. It exists in a delicate and sensitive equilibrium. The system can be subtle and it can be brutal against change. It knows how to survive and it is always there. It doesn't go away.

Another phenomenon of unrealistic goal setting lies in the creation of rising expectations. Too often it is easy to begin blowing one's horn before the music has been completely written. If a group enterprise embarks upon a new venture, the venture's success can often be jeopardized by premature claims of success or viability. Groups often succumb to frustration if stated and publicized goals cannot be attained. Demoralization can be prevented by careful employment of realistic goal setting with patient explication of results. After all, actions speak louder than words.

LACK OF PROCESS SKILLS

Interpersonal skills can lead to breakdown, not only of the innovators themselves, but as they attempt to carry out their ideas, into the total system itself. The Mesa Comprehensive Career Development staff spent many hours processing their own thoughts, confronting each other, and securing consensus. Experience with other innovative programs has demonstrated the need for periodic cleansing, open sessions, retreats, and other safety valve confrontations to deal with the emotional heat of change.

ALIENATION

The Mesa Comprehensive Career Development effort must continually watch for the development of the "we happy few" syndrome. This may occur not only among themselves as they weather the change effort together, but foster islands of resistance due to the adoption of the training model which envisions groups of teachers being initially trained and later training other groups. Capitalizing upon the "ripple effect" is one thing, creating groups of "ins" and "outs" is another.

LINKAGE FAILURE

As the career education program begins to expand, and pick up momentum, it is planned to move into the regular on-going program. To accomplish this system-wide is gambling upon mass acceptance. The inertia of a large system is simply too much to move. Linking the temporary system to the permanent system requires the utilization of pilot probes, field sites where change is malleable and manageable. Also, it helps the project get its foot in the door, gain some momentum - which is always painfully slow - and acquire adherents from the field who have some stake in seeing it expand.

Central to any process is a clear determination of what the real objective is. For example, in the development of career education, we have confronted ourselves and The Center for Vocational and Technical Education with the question, "Is the goal to develop a product (instructional packages) or is it to implement those packages?" If implementation is the goal, then consideration must be given to problems of ownership and group involvement. The "principle of participation" is a vital bylaw of the process of change in the successful school districts.

After all, career education must be owned by the teachers when it is finished. If teachers do not own the program, there cannot be any linkage. Teacher ownership is critical. This issue is highlighted over a discussion related to curriculum materials. If materials are purchased, teachers must in some way shape their usage and their application prior to purchase, or it will be too easy to make a half-hearted effort or to scapegoat the curriculum should the task prove too difficult. Curriculum developed by teachers has a greater potential to acquire their professional loyalty and, as such, it will more than get a chance to prove itself.

Teacher ownership develops from meaningful and genuine involvement in shaping the program. In addition, management may succeed in carrying out its objectives, but support must emanate from the top of the line organization and middle levels to the classroom teachers. Innovations which portend large change can be isolated because they were developed outside of the structure to begin with. In Mesa, this has been the case and we have planned ahead by naming the director who himself was a former line officer and has not relinquished his official responsibilities, but is temporarily "on leave" to the career education task force.

ADVANTAGES OF TEMPORARY SYSTEMS

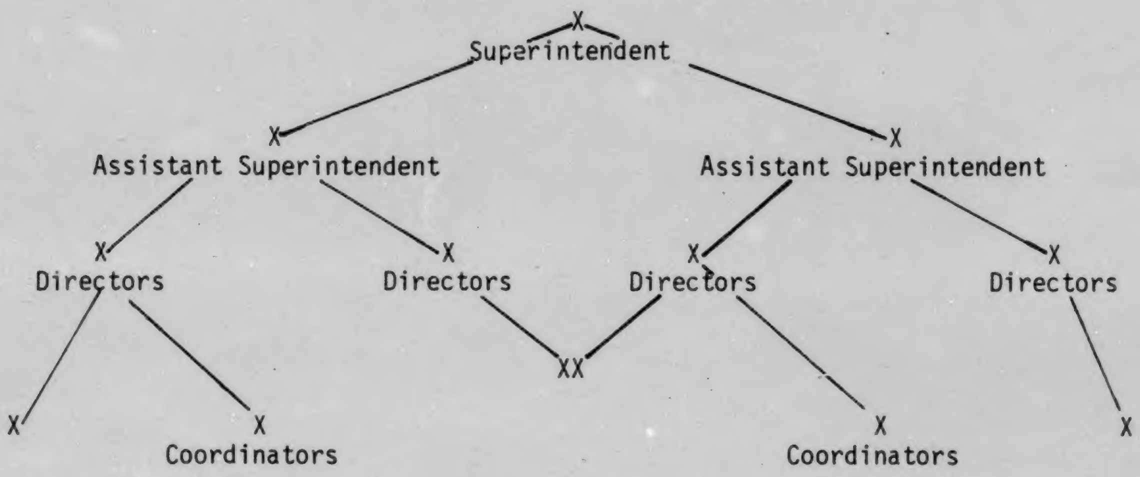
The major advantages of Comprehensive Career Development in Mesa as a temporary system is that it can move quickly and reach immediately. Relationships tend to be much less formal than in the rest of the school system. Ideas can be generated and implemented in a matter of hours or of days. We have planned to build in linkages with personnel selection spanning both systems, since personnel have not been separated from their former responsibilities. The career development project must have autonomy and independence, but not to the degree that the efforts are isolated from the system thus dooming the longitudinal goals of those same efforts completely.

A temporary system can also benefit from the advantages afforded educational organizations from internal performance contracting. The internal performance contract procedures employed over the past two years in the Mesa district have demonstrated the efficacy of sharing goals and resources with the organization's personnel. With establishment of shared goals and resource allocations in the Request for Proposal mode, the personnel have an opportunity to creatively develop strategies to accomplish those goals within the guidelines and resources. Accountability for the end result is also much more available since criteria and resources are not out from under the direct influence of the implementing staff.

Temporary systems avoid adding to the "tallness" of the administrative organization. Some recent research confirms our own empirical findings in this regard. The taller the structure, the more removed the teacher feels from the action, the more strange the goings-on, the greater the feelings of alienation and hostility. Carpenter (2) found that teachers who lived in administrative structures which were "tall" as shown on the following page, possessed less feelings of prestige within the community, less feelings of professional authority associated with their position, and saw less opportunity to participate in setting school goals.

A temporary system becomes an intermediary force. It is not central office; and if it is able to maintain a close watch on the pulse of the system, can piggy pack on field energy for change which may be even unrecognized by the central office itself. The major point here is that in the organization of career education programs, we have chosen not to add to the permanent bureaucratic structure. We do not envision a Bureau of Career Education in the Mesa Public Schools in the future, rather we see the concept so diffused in the program that such a bureau would be unnecessary. By capitalizing upon the project management approach, we have accomplished our goals and can utilize personnel in other temporary systems later.

Diagram # 1 - A Tall Administrative Structure


X
Superintendent
X
Assistant Superintendent
X
Assistant Superintendent
X
Directors
X
Directors
X
Directors
X
Directors
XX
X
X
Coordinators
X
Coordinators
X

ORGANIZATIONAL PROBLEMS SUMMARY

These problems are not the only ones affiliated with getting career education moving in a school system, but they have dominated our thinking in establishing such a program in Mesa. We have attempted to anticipate potential problems by creating a structure which avoided some of the ones briefly discussed.

Professors of educational administration could be of immense help by developing in-service programs and case studies on various types of temporary systems used in education. Taxonomies of such systems, technologies and methods to ameliorate some of the problems with the utilization of them via systematic research would be of great help.

PERSONNEL AND STAFFING

It has already been mentioned that the shortened time constraints made staffing from within almost a foregone conclusion. The necessity of obtaining personnel familiar with the informal organizational system and the desire to build in people linkages early in the developmental periods also enhanced this approach. We were fortunate to have high-caliber personnel.

Some years ago with the present superintendency we actively recruited personnel from outside the system. Thus, we have not perpetuated our weaknesses. In times of emergency such as the one regarding staffing career education, promotion from within was not a weakness, i.e., the potential weakness of such an approach of perpetuating internal blind spots was not a problem. Without balanced recruiting, however, we may have had much more of a problem with internal promotion. I imagine in larger systems, or systems where long years of only internal promotion existed, this could be a real problem. The immediate start-up demanded in the program could only be accomplished by promoting some personnel who were not suited nor possessed the necessary skills.

We are looking to short term staffing. The project staff will be gone within five to seven years, the programs which they developed hopefully incorporated into the school system. The members of the present temporary system shall have returned to their regular posts, been promoted, gone into other temporary systems within the school system, or left the system altogether. We were fortunate in having a forerunner to staffing in the Mesa Differentiated Staffing Project which pioneered with temporary systems which were established and abolished after introducing internal performance contracting (3) and several other unique and innovative ideas (4). In fact, the Mesa Schools piloted a unique Center for Educational Advancement (CEA) which has been an in-house organ of change for over six years. Introducing a change of this magnitude, could only be accomplished with the past experience of the Center for Educational Advancement and a host of other projects and programs which have established the climate for temporary systems to be born and to be terminated.

Some problems in staffing have occurred which have merely amplified problems of the regular school system structure. For example, there are inevitable conflicts between specialists and generalists in such an organization or, line and staff. There is a distinct tendency for staff role incumbents to become independent, using their knowledge base as a wedge against organizational control. This results in continual skirmishes and occasional jurisdictional conflict. In times of demand for rapid organizational change, such conflicts can become overblown due to the "hot house" effect of the change itself.

The problem of continuing leadership is partially resolved by the fact that as personnel from the temporary system of the career education program work back into either the normal system or other temporary systems, this human linkage assures a continuity of first rate, experienced leadership. Promotion from the principalship level into higher middle management positions assures leadership continuity at that level. The hardest problem to face is the maintenance of high quality technical personnel, the real specialists who must move on to other situations which demand their services. Perhaps here the best a school system can hope for is that over the transition period a reservoir of technical talent is developed in-house to maintain the innovation time. But the problem still remains. Highly technical people are itinerant. Unless continuity is more deliberately planned, it is more difficult to obtain in these areas.

STAFFING PROBLEMS SUMMARY

Staffing problems from the perspective of a temporary system are accelerated by intense external pressure, exacerbate line/staff conflict, and promote the short term utilization of highly specialized staff personnel. School systems are relative newcomers to the itinerant specialist at the top management levels. Personnel policies and procedures are geared to the more stable, "up the system" type of administrative advancement. Whereas in the past, only the superintendent may have been selected from outside the system, the trend will include many other types of specialists, now supplied by The Center for Vocational and Technical Education, which highly sophisticated programs like career education will demand in the future. Internal conflict between the older and more entrenched line organization offices with its series of chairs contrasted with the professionally mobile R and D man, system analysts and on-site evaluators, portend a clash in professional orientation and values.

The temporary system may be profane with the sacred and skeptical of the sacrosanct, local idiosyncracies because mobility provides a broadened base for comparison and insures some independence. The traditional administrative structure is parochialism and concern with the unique local exigencies which makes them more dependent. Professors of educational administration can help by illustrating in what ways the interpersonal dimensions of this problem may be diagnosed and ameliorated. Mobility patterns of such specialists should be the subject of study, with various professional orientations looked at from the sociological perspective, and from the psychology of management and management theory.

INTERNAL RELATIONSHIPS ROLE CONFLICT

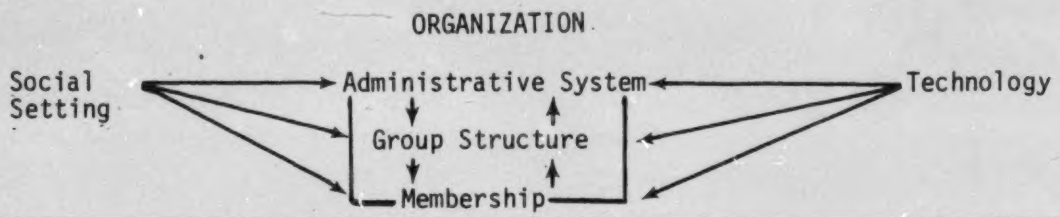
In highlighting the maintenance of organizational equilibrium, Lonsdale (7) mentions that such balance is related to the meeting of individual needs in the organization and the organization being adequate to fulfilling the tasks central to its existence. As gaps appear between needs not being fulfilled and tasks going unmet, both morale (which is essentially a "gap" model as presented by Lonsdale) and the organizational productivity suffer.

Within this framework Lonsdale (7) discusses role conflict. One manner in which role conflict occurs is that two reference groups have different expectations of a role. This has occurred not only under a high-powered program like career education, but with smaller programs as well. Career education merely enlarges the problem. Basically, institutional expectations have changed remarkably for the role of the school principal. School systems are demanding that principals absorb and acquire vast new realms of technical information in terms of group dynamics, theories of instruction, instructional technology, etc. It means new content, new skills, new concepts, new understandings and new vocabulary.

While school systems depend upon principals for support and understanding, and they look to the principal for leadership at the unit level, the expectations of the teachers have not changed substantially. The principal is still the guy to send unruly students to for discipline, the guy to get the materials from, the guy to lean on for advice and reinforcement, and whether we like it or not, the guy to keep some of the pressures of central office off their backs. The rising role expectations of central office, the anxiety created by such expectations as the principal's role becomes extended, and those occupying the role become increasingly more aware of what they don't know, create role conflict. The result for principals is lowered morale, status loss, sometimes hostility which may be more or less camouflaged depending upon the particular climate of the organization. The superintendent is placed in a dilemma, particularly in times of demands for instant upgrading of the organization's ability to deal with change. The easiest solution is to add specialists to the organization which solves a short term problem, but creates several longitudinal ones. First the principals as a group are further alienated and frustrated. Second, added personnel have a way of becoming permanent. The point is that the problem has not really been solved of how to deal with the role conflict presented to a system's principals.

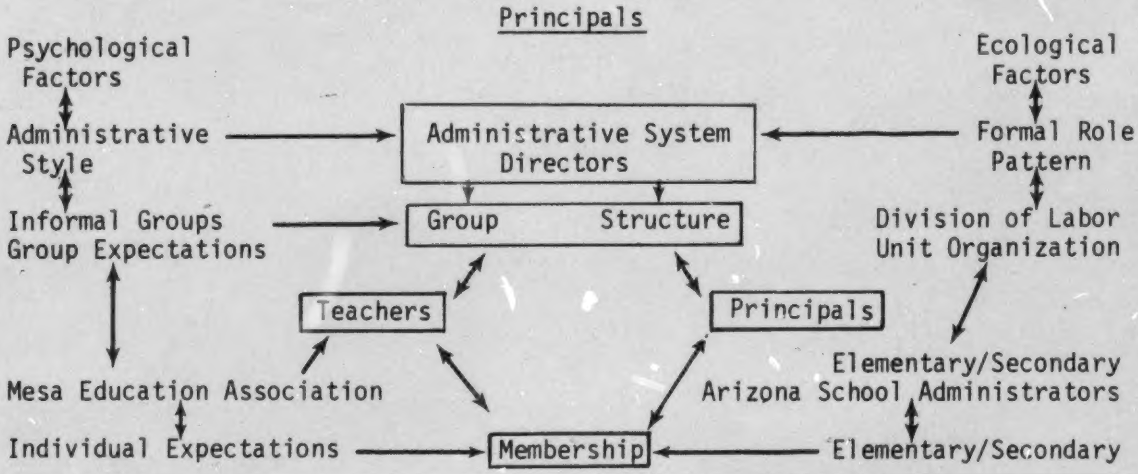
We have responded in a variety of ways, none of them to date completely satisfactory. We have acquired a grant from the Kettering Foundation for principals at the secondary level to investigate and improve school climate, i.e., the principal-teacher interface. We have attempted to broaden the involvement of principals at the central level. The career education project is planning to hold several intensive training sessions for principals so that they feel more comfortable with the concepts and vocabulary of our effort. None of these, however, has served to reduce our expectations of principals. In fact, given the present constraints in career education it would be an impossibility. As Udy (11: p. 690) noted, "The more complex the technolgoy and/or the greater the amount of pressure exerted on the organization from the social setting, the greater the emphasis on administration." Perhaps this and other phenomena in terms of role conflict and internal relationships may best be understood by reexamining a model of organization developed by Udy. In diagram # 2 his model (11: Udy) is shown.

Diagram # 2 The Udy Paradigm of Organization


ORGANIZATION
Social Setting
Administrative System
Technology
Group Structure
Membership

The degree of external pressure exerted on the system both from the social setting and from technology increases the need for coordination and control within the organization. Thus, while there may be a need for a diverse and creative response at the unit level in an experimental project, strong external pressures on the school system inevitably demand higher levels of coordination and control which will tend to negate individual school unit responses except within carefully prescribed parameters. Not only is this contrary to psychological principles of deriving ownership on the part of the teachers and principals, it increases the role conflict between these two groups in the organization. An extrapolation of Udy's (11) paradigm may illustrate this point.

Diagram # 3 - A Tentative Conflict Model of Internal Relationships


Principals
Psychological Factors
Ecological Factors
Administrative Style
Administrative System Directors
Formal Role Pattern
Informal Groups Group Expectations
Group Structure
Division of Labor Unit Organization
Teachers
Principals
Elementary/Secondary Arizona School Administrators
Mesa Education Association
Individual Expectations
Membership
Elementary/Secondary

Deleting for the moment the variables of the Udy model of social setting and technology, the conflict model attempts to illustrate the internal relationship of the principal who is split between three groups. The principal relates both formally and informally to a group of teachers (his faculty) his peers (other principals) and his superior a (director). His referent group has a formal or ecologically defined relationship. This relationship is most usually defined on the "TO" or table of organization. Principals are differentiated on the basis of school division (elementary or secondary). Informally they may be differentiated in their peer group (and referent teachers group) on the basis that they may belong to two professional organizations, one exclusively an administrators within the state, Arizona School Administrators, and the other related to the statewide teachers organization, Arizona Education Association. Each of the informal groupings possess social and psychological expectations. It is in this latter arena that we are experiencing perceptual differences. In some cases expectations are simply not compatible. This is complicated by a short time schedule and highly intense demands for technological change. Theories of organizational equilibrium help us describe our difficulties, but they do not suggest practical solutions when a school system is struggling with an innovation of great magnitude which is to be implemented on a broad front basis. Perhaps our friends in educational administration could point out some research or alternative theoretical models which could help us in this regard.

TEACHER GROUPS

I have not mentioned the function of teachers groups within the context of this discussion, but I feel that without some mention of their growing importance and weight in educational change, we would simply not be relevant. Internal negotiating procedures have changed the flow of decisions within educational organizations. That this will involve the NEA affiliates and AFT locals is inevitable, especially with the comprehensiveness demanded by career education (8: Marland). To the extent that career education portends a change teacher position, salary, or endangers present prerogatives, it will be resisted (5: English).

We have experienced the most resistance in Mesa from secondary teachers who are fearful and doubtful about a program which cuts across their disciplines. On the other hand, if career education simply alters the present curriculum within the present structure of the educational system, it will have a much better (though less revolutionary) chance for early success.

Morale and job satisfaction factors are often the domain of the teachers' organizations. Projects, by their very nature, are a shift in educational practice which can affect measureably that domain. An example is the procedure of implementing programs with cumbersome funding sources which lie outside the control of the local school district. If funding is external and not responsible to the schedule of employee work and payroll, morale and job satisfaction can be seriously influenced negatively. Teachers organizations have little sympathy with the school administration's problems in coordinating external funding. One of our projects was set back several months simply because funding was tardy and a summer teachers workshop was in progress. The demoralization that swept the teachers when the payroll was two weeks late was unbelievable. Preplanning and careful consideration of the needs of the teacher's organizations seems to need to be mandatory for the success of curriculum R and D effort.

There appears to be little research as to how and what teacher unions will accept or reject, and very little empirical data in the form of case studies to assist in planning by districts without congenial relationships with such unions. Studies of American teacher unions, their practices and positions on major educational issues, is sorely needed in this regard.

COMMUNITY CONCERNS

The Mesa Public Schools have over the past years completed several community power structure surveys (6: Laird). This data was used to form the criteria for citizen participation in the Comprehensive Career Development project. It may be interesting to note that in the last power structure survey based on a random sample of administrators, teachers, minority parents, and service clubs, that the administrators as one sub-group identified the top ten persons with a correlation of .94, the highest of any of the sub-groups solicited. The community sub-group had a correlation of .87.

The conclusion of the investigator was the "the data would indicate that the Mesa Public School Administrators have a keen perception of community power as compared with the summary composite findings" (6: Laird, p. 21).

The community has responded with keen interest and elan. The minority community has been responsive, but reserved in its reception. For one thing, minority parents express fears that the Anglo majority will use the program to counsel their students into second class, lower status occupations. They are also afraid that even if the program is successful and their children are convinced that they can join an occupation, the unions will freeze them out and the training will be for naught.

There seems to be little in the way of direction available to the local school district in planning a program to involve the community in the way in which problems can be averted. Professors of educational administration need to help in the development of relevant models for the in depth utilization of community groups and special interest organizations.

SUMMARY

In this paper, I have attempted to define some of the difficulties and concerns which local school district administrators have to deal with in the implementation of a new program -- career education. Generic to local school districts are many problems any time a change is attempted. We are still in process, but it is safe to say that some observations can be made as we monitor ourselves along the developmental line. The key points which our introspection has evidenced include:

(1) interim and task force organizational structures and linkage related issues;

(2) staffing model problems including the difference between utilizing existing staff or recruited staff (internal vs. external staffing);

(3) continuity of organizational operations and maintaining expertise roles;

(4) role conflict and the problem of alienation of the school principal;

(5) teacher issues and teachers groups; and

(6) community issues, particularly minority concerns.

At the same time, I tried to indicate where professors of educational administration could be of help to districts such as our own in the process of developing and implementing a program of career education.

It is my hope that this effort will serve as a bridge towards establishing productive dialogue as our project continues.

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SECTION SEVEN

ADMINISTRATIVE NEEDS AND PROBLEMS IN THE INSTALLATION OF CAREER EDUCATION PROGRAMS

William Moore

Administrative Needs And Problems In The Installation Of Career Education Programs

by

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Prepared for the

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ADMINISTRATIVE NEEDS AND PROBLEMS IN THE INSTALLATION OF CAREER EDUCATION PROGRAMS

William Moore, Jr.

THE NEEDS

The administrative needs and problems in the installation of career programs must be viewed initially in the human context. The who--not the what. The first administrative need, of course, is a competent administrative staff. These must be men and women who can deal with the emerging problems of career education, who can deal with the dilemmas of action, who do not evade issues or employ diversionary tactics to avoid all controversy, and men and women who do not deal in excuses. These should be people who know who they are and do not need to build empires or proclaim their virtues.

Administrators are what they do. Good ones are risk-takers; they become leaders. Those who do not take risks are just average; and remain not only average but also traditional. There is little unique description and no distinction in being commonplace. And it requires no creativity to be traditional. Administrators who are just average and have decision-making jobs often flounder in indecision. In pursuit of consensus, when real judgments are required of them, they seek majority vote, a referendum to avoid the trauma, burden, and agony of decision. Yet it has become increasingly clear that a vote of confidence will not provide them with the competence needed under stress.

The image of too many administrators is one of poor credibility (25). It is charged that their words are mired in doubt; their pronouncements are anchored in the shallowest of conviction; that when queried their evasions are as certain as morning, as inevitable as noon; that they consistently make a better case for failure than for success; that, despite all the disclaimers, they too deal with the awesome issues and manifestations of change in the same way as the rest of those who are disoriented in a turbulent society. They have confounded many when, as leaders, they have equated dissent with lawlessness, willfulness, and perversity, and nonconformity with radicalism. Equally as surprising, they, too, have endorsed tough laws, tougher courts and the toughest cops. To many, too many administrators fall into that category of average, a category of mediocrity where a man fears his superiors and their superiors. Because he does not challenge any authority himself, he expects--and in the past has gotten--the mass compliance that remains the wonder and the contempt of those who do question. Off-the-record is the only time such a man's words reflect courage; this makes him as suspect as his reluctance to put his verbal commitment in writing. Such are the stereotyped perceptions of others who demean administrators.

Administrators demean themselves, however, when they ignore and hide the incompetencies, waste, dissatisfactions, bigotry, inefficiency and other problems which flourish in their midst. Few of them attempt to audit their peers and themselves. Those who are tempted to speak out often do not. They have been compromised by the prestige of their positions, by what appears to be a disproportionately higher salary remuneration, by other small fringe benefits, by submission to their egos and by a pathological code of comradeship.

Given the foregoing as real and imaginary popular images of administrators, the need for competent ones is highlighted. Grant Venn, formerly U.S. Office of Education Associate Commissioner, has indicated specific needs of administrators, or ways in which administrators can make career education work. The following are his recommendations:

1. Exhibit strong leadership: Without active, demonstrated and aggressive support, all the money, buildings and staff won't do much. In no place where there is a good career program was it originally opposed by the chief administrator.

2. Get support of local educational administrators on all levels: For the past three decades professional advancement for educators has come through the academic schools. A plan must be implemented that provides ample incentive for competent career education educators.

3. Select a good director of career education: This person must give direction to the implementation of career education at all educational levels and in all areas. The appointment is crucial. If you already have a person in charge of vocational education, retraining or reassignment may be needed. It takes a different drive, style and ambition than either the old line vocational person or the academic administrator usually has.

4. Operate a job placement office: One school district operates such an office year-round . . . . The office is open from noon until 8 p.m. weekdays and all day Saturday, staffed by local district guidance counselors with clerical, secretarial and mechanical help by students. It has become a major student center for counseling, career planning, entry job placement, and part-time work. . . .

5. Establish advisory councils: An areawide career education advisory council is necessary. It should report to the president and the board of trustees, and concern itself with the over-all educational program. The group should represent parents, employers, organized labor, students, social agencies, and civic leadership. In addition, advisory councils dealing with specific programs are necessary, since many occupational skills will be taught on the job (31).

NEED FOR CREDIBILITY AND STRAIGHT TALK

Administrators promote too much secrecy and confusion. The citizen today is in pursuit of straight answers. There is ample evidence that administrators introduce too much jargon in their communication which obscures what is taking place in the introduction of a new program. Terms such as "models," "strategies," "packages," "conflict management," "facilitators," "modules," "computer input," "support systems," "games and simulation" are nothing but obscurities and ambiguities of the language for many of those /citizens/ who are asked to support programs. "Models," after all, are simply outlines, "strategies" are plans; "package" means the complete program; "conflict management," stripped of its academic and verbal manipulations, means dealing with problems as they come up in the institutions, and so forth. Students, tax-payers, legislators and others can understand these latter statements and can respond to them. Credibility also means accountability. When questioned it is almost second nature for administrators to employ professional jargon and to become defensive. To be credible there is a need for explicit declaration where no agenda is hidden, where omissions are neither practiced nor tolerated. This is of particular significance in career education programs because these programs are gaining a new emphasis and are attracting new support from the local, state and federal agencies.

A NEED FOR DEFINITION

At present career education is little more than a statistical caricature. It is an idea without a well defined principle. It is a theory that is yet to be proven. Many believe that career education is the same as vocational education. Sidney P. Marland, Jr., U.S. Commissioner of Education, says "no." He explains:

> Career education has to do with the total learning environment for all young people. It has to do with the ways in which young people approach learning. It has to do with providing what I hope will be a new order of teaching and learning in our society that deals with a motivation to learn and to grow--to develop not only intellect but also some special skills. This process would start with early childhood education and move right up on through high school and to post-secondary schools. Opportunities will be available for every child to acquaint himself with the world of work and equip himself for entering it. One of the important features is that the young person com-

> pleting high school be ready to enter the world of work happily, profitably, well-trained, and well-educated in basic skills--or that he be ready to enter higher education in whatever form (23).

Yet, the Commissioner's explanation is hardly a definition. Moreover, career education is polluted by a number of other terms (technical and industrial education, vocational education, skill training, distributive education, etc.). There are a number of definitions which characterize these forms of education. To many, career education is vocational education with a general education and a guidance and counseling component. Career education also has what appears to be a social dimension. It is different from vocational and technical education as we have always known it in that it starts earlier in the educational experience. Vocational and technical education had as its goal to teach people what they needed to know in order to make a living. Such a definition is clean. Open and shut. Not so with career education. There are four career education experimental models which have been funded by the U.S. Office of Education. There is a school, employer, home and institution model. Each model has a different rationale, each is an example of career education.

The literature cites several community colleges as career centers. Yet, these two year colleges such as Seattle Community College have had extensive vocational and technical programs for almost three decades. The question now is are these colleges vocational-technical institutions or career education institutions? Community colleges in particular seem to have the career education configuration and emphasis (24). The basic difference is that career education as it is now envisioned starts much earlier with the student. So early, in fact, that training programs are currently being developed to train teachers to work with career education. The University of Georgia's Program for Education and Career Exploration is notable among them (29).

A NEED FOR CLEARLY DEFINED OBJECTIVES

It seems unnecessary to say that before any career program of merit can be evolved and sustained, the program and its objectives must be precise and explicit. Unlike secondary and post-secondary programs designed to prepare the four-year college bound student who only knows that he will enroll in a liberal arts program, educational experiences for the student who hopes to terminate his education in one or two years or less, with a salable skill, requires more direction. Cohen (11), Mager (22), Bloom (1) Canfield (4), and Cross (15, 16) have repeatedly emphasized the need for defining the objectives for students who are career oriented. There is a good rationale for demanding more explicit objectives for career programs. First, there is the student population. Career programs have the most heterogeneous student group in secondary and post-secondary education--one which is uniquely deviant from the typical college population. A highly complex teaching-counseling-administrative group of skills is necessary to deal with these students. The ages vary greatly as do their abilities, motivations, and their tendency to stick to school. They are from student groups which have not traditionally been included in the post-secondary education process. The groups have among their components different minorities, sexes, the enlightened advantaged, the disadvantaged, and the culturally different. Obviously, all of the language barriers, behavior patterns, cultural attitudes, community eccentricities, and social conflicts inherent with their enrollment are present. They are of all faiths and of no faith. Their peers represent the political spectrum of the society as a whole. They are married, single and undecided. Some are veterans, divorcees, and so forth. Their goals are usually well defined. The overwhelming majority are not interested in the traditional college experience as their first option. Second, they are students who cannot afford (or refuse) the luxury of postponing their decisions until a later date. Third, career education has such a broad curricula of educational experiences, that individual difference in students must be reflected in student inputs as well as in course outcomes. In like manner, the wide diversity of life styles are now represented in career education. Fourth, program cost, facilities planning, staffing, community support, the opportunity for the community to absorb the graduates and all of the other well known and sometimes poorly observed considerations must be among the insights and knowledges of the administration if it is to provide for the administrative needs of an institution. If one accepts the foregoing as plausible, then it is equally as plausible that well defined and clearly articulated objectives are absolutely imperative for the installation of career education programs. No part of a program gives more direction to it than substantive objectives.

A NEED FOR A POSITIVE IMAGE

It is not an exaggeration to say that many college-trained students are high among the unemployed (32). Ph.D.s have been visibly hard hit in the early 1970s. The media have bombarded us with relentless referrals to the employment plight of college graduates. Still college-bound students have not "beat down the doors" of vocational and technical schools although the enrollment in community colleges continues to rise (8). At a time when the demand for education has never been greater, especially higher education, vocational, technical and occupational education must have more advocates. Administrators must strive to build a more positive image for career education. In spite of the fact that plumbers, carpenters and electricians earn more (in some cases while learning) than do teachers and certain other professional workers; in spite of the nostalgia of the Protestant Ethic which applauds the remuneration accrued by a strong back and the sweat of one's brow, such physical means of securing compensation are not particularly appealing to the students of today.

Sidney Marland, U.S. Commissioner of Education, is career education's best advocate. And he has good reason. He knows that:

> An estimated 5.2 million jobs will open up in this area during this decade, all requiring people with highly developed skills and considerable related knowledge. Many of these occupations are in the apprenticeable trades; however, apprenticeship completions will probably number no more than 300,000 to 400,000 during this ten-year period, as this traditional but increasingly unsuitable source of skilled workers continues to decline. This leaves an annual shortage in this area of nearly one-half million skilled craftsmen, a shortage that will make itself acutely felt in the years ahead. The ability of education to meet the need for skilled workers has been amply demonstrated over the years by the better vocational trades and industry programs on the high school and post-high school level in several states, and more recently by the ambitious programs of many of the . . . community colleges. The need for a sustained educational effort in this area is great (31).

However, many parents understandably do not want their children steered toward job training and home economics while their counterparts have a chance for college and better paying, higher status, positions (29).

It is important that administrators stress that there are no more dropouts among career education students than there are among college students seeking the B.A. degree. In like manner, there are as many students enrolled in community college vocational programs who go on to get the baccalaureate at a four-year institution as there are students enrolled in the transfer program. In some community colleges there are more (25). Yet, vocational education still has a bad image. The National Vocational Advisory Council cites prejudice against vocational training as a continuing problem. Until this type of training enjoys the same prestige as college-bound education, the problem will not only persist but will probably get worse given the oversupply of certain college trained workers (16). Intellectual snobbery has been called a national sin. Too many students enroll in college because of this snobbery. They take this step because a pernicious conformism infecting our society forces them to flock to campuses to get credentials many really do not need--or, at least should not need (23).

The administrator's problem is doubly hard because the education system as a whole, from kindergarten through the university, has aided and abetted the situation. The system has verbalized, advertised and almost canonized a college degree and has literally used Madison Avenue techniques to sell the concept. The public has bought the same idea as indiscriminately as they have bought lipstick and alcohol. This is unfortunate. One can only cover up the failures with cosmetics and evade reality of the situation with drink. Both methods are only temporary solutions.

Creating a positive image for career education for blacks and other minorities will be even more difficult. On the one hand, for blacks, at least, while they were being channeled into semi-skilled and other low-level jobs by their counselors (regardless of their abilities) (2), they were being denied entry into the trades and other apprenticeship programs on the other. In fact, career guidance and education has been used to play a role in national policy in such things as juvenile delinquency, employment of the hard to employ, and the establishment of youth at work. It seems rather obvious and the literature supports the observations that there will be attempts to track minority groups and the poor into occupational education and the indoctrination will start in kindergarten. Whether this perception is real or imaginary it is perceived that way by minorities. For these reasons non-whites, at this juncture, do not consider career education as a good thing. It follows, therefore, that the administrator's job is clearly defined with regard to the development of a positive image for career education in the non-white community. Yet, this is one of the most important of the administrator's needs.

A NEED FOR GOOD COUNSELING

Counseling is one of the pivotal areas of education (24). As career education has been envisioned, no facet of it has excluded the counseling function. Whether the classroom teacher performs the function or whether it is performed by a trained counselor, this need is essential and cannot be minimized. Counselors, however, are like most people in education, they have had academic training, hold academic degrees, and they too have been indoctrinated with the baccalaureate syndrome. Most of them have been teachers and counselors in our schools as these institutions currently exist. not the way our schools could be or ought to be. Moreover, it appears that many counselors are so concerned with the mental hygiene of the student that they ignore (sometimes inadvertently, other times intentionally) the other needs of the student. Cross (15) has made this observation many times. In like manner, the counselor who is consumed with the mental health approach to counseling may find that the behavior he observes in a culturally different student and labels as mental or social pathology may actually be the normal behavior which is characteristic of the student's life style--nothing more. This observation is of particular significance for the counselor from a middle class orientation, one who deals primarily with college-bound students, and one who represents one racial or ethnic group who is attempting to counsel another.

Counselors are often the people who make out programs for the students and provide other such student services. They, in effect, sell certain programs to the student. They should be on the curriculum committees, advisory committees, admissions staff, and financial assistance staffs. It follows, then, that the continuity of guidance services is absolutely necessary in the plans for the installation of career education programs.

A NEED FOR RELEVANT CURRICULUM

The plans for continuing development of curriculum is always basic to occupational education (28). No quality curriculum can spring full bloom. This means that any program in career education must begin with a philosophy, with objectives and with the other components following a sequential configuration which structures a well defined curriculum. Such a developmental process provides for not only the preparation and planning but also for the presentation, implementation, application and evaluation of what is accomplished. A well trained staff is absolutely necessary for the process to be effective. The adequate initial preparation and continuing development of teachers and other personnel is basic to the implementation, maintenance, and improvement of career education (3). It seems almost cliche to point out that curriculum for career education should have short- and long-range goals, should be planned in such a way that is open-ended on both ends (K-14). The need for curriculum must always be understood as a continuously changing one. This is one of the only ways we can keep education motivating and relevant (20).

Planning goes much farther, it shows that there is order and direction in what is done and what is selected to be taught.

PROBLEMS

Problems are inherent in establishing a career education program. Just as staff is one of the most important needs, it is also one of the biggest problems. There is also the problem of inadequate funding and the excessive cost of many vocational and technical programs. The reality of redirecting the educational emphasis of students from the sale persuasion of a college orientation to the opportunities and challenges of career education is also a monumental problem. Discrimination in the trades and other apprenticeship programs is still another problem of major magnitude that the promoters of career education must come to terms with. Another problem closely related to the discrimination of non-whites and others in the labor market is the problem of placement. Perhaps no problem is more of a challenge to career educators than that of change.

THE PROBLEM OF STAFF

The present concept of career education is innovative. A creative program requires people equally as unique. The overwhelming evidence indicates that faculties resist innovation (18). Vocational education teachers, however, do seem to be more positive toward providing career education to the students we have defined earlier (14, 24, 25). These teachers, nonetheless, are still reluctant to change. Many vocational-technical teachers in vocational institutes and in community colleges in particular are loyal to the trade union, will often hold membership in this organization. In spite of the fact that they see the importance of career education for all students they would like to be as selective of their students as the faculties and admission officers in four-year institutions. They prefer the abilities exhibited in the college-bound student (24,25).

Another problem related to vocational-technical education teachers is that they are charged with only being concerned with the skills they teach. They tend to exclude other subject matter areas which are not directly related to their discipline. The model that they represent to their students is one of parochialism. Some teachers in these programs, especially those in the trades, often lack the sophistication of teachers involved in academic programs. Too many of them are subjected to the academic snobbery characteristic of their elitist colleagues in non-vocational programs.

Two of the most important facets of the staffing problem are those of attitude and training (12, 14, 24, 25, 27). Several major studies have emphasized these problems. The National Advisory Commission on Civil Disorders (34) and the Coleman Report (13) are notable. These reports not only call attention to the attitudes of teachers but also recommend the need for special preparation of teachers. This problem is of particular significance for poor students, minority group students and others who have been excluded from specific areas of vocational education. The U.S. Office of Education also recognizes this problem and has provided some support through three organizations, The National Center for Research and Development (NCRD), The Bureau of Adult Vocational and Technical Education (BAVTE), The Bureau of Educational Personnel Development (BEPD), to help alleviate a part of this problem as well as to help in the funding process.

The real burden of proof for the development of quality educational personnel for career programs must, in the final analysis, be placed squarely at the portals of the teacher training institution. People in career education must demand that these institutions do a better job. In many ways, career education exponents must depend upon these institutions for their staffs. At best there is a precarious dependence.

THE PROBLEM OF CHANGE

Enormous change is not only a statistical reality but also has become a social determinant especially in education. Teachers and students in vocational and technical education have not been actively involved in the so-called academic and social revolution. In many ways the Archie Bunker character of the television program "All in the Family," is surprisingly accurate. This may seem like a generalization but studies of the student and faculty unrest of the 1960s shows that faculty participation for the most part came from certain areas of the academic faculty, primarily those in the humanities and social sciences. In like manner, those students who were most vocal and active during the same period were enrolled in the same programs and taught by the restive teachers (25). Generally, these students were brighter than average, affluent, and took serious the abstract ideals of America. The other groups which took an active part in the attempt at revolutionary change in education were the various minorities (21). Vocational and technical education teachers and students have been most reluctant to deal with any adjustment in life style. They have represented the "hardhats," supported the status quo, and have not been accused of open-mindedness. In short, they have not been open to change.

This is not true of every teacher and student in vocational education everywhere, but everywhere it is true of too many teachers and students.

To be sure, the active and even those students who have been described as radical did call attention to much that was irrelevant in education, including technical education. They pursued issues and questions that the prestigious Carnegie Commission examined later. Yet, the Commission did not address itself to career education. They called attention to the elitism and paradoxes in education. They attacked the apprenticeship program and the practice that only the sons of the fathers would be admitted to these programs. They challenged such irrelevant practices as requiring first-year nursing students to make up 350 beds in order to learn how to make up a bed correctly. They demonstrated that art literature and the humanities could be a part of vocational education. They called attention to the great technological change taking place and demonstrated that vocational institutions were still operating with programs designed for a different time, for different reasons, and for a life style and service which no longer exists. They demonstrated that the conservativism of vocational and technical education was preventing needed change. It is an irony that students in vocational and technical education either could not or would not make these observations for themselves.

One of the major problems for career education and its agents and leadership is to develop in the movement a sense of flexibility and of change. This will probably be one of its most difficult challenges. When the installation of any new program is conceptualized and proposed, planned change must be one of the variables. This includes planned changes in ideals, methods and behavior.

THE PROBLEM OF DISCRIMINATION

Schools reflect the societies where they are located. Just as the society is racist (33) so are the schools in that society. It is a contradiction that the very institution which has among its cardinal principles such things as promoting worthy home membership, civic responsibility, economic efficiency and so forth has practices which preclude the participation of a significant part of the population. This is true of education generally and vocational and technical education in particular. In spite of the unprecedented prosperity in America lack of opportunity for adequate schooling, discrimination in selection, historical exclusions of Blacks, Chicanos, Native Americans (Indians) and because of the lack of enforcement of the laws against discrimination, there is greater distance between the incomes of minority groups now than there was a decade ago. Blacks have made the greatest income gain of all of the minority groups, still the Department of Labor statistics show that the income distance between them and the white population continues to widen (32).

The problem of race has been an ingredient throughout this narrative. This is to be expected. It is the number one problem of the nation. It cannot be ignored and it will not go away. Every school official who has a multiracial enrollment is aware of this problem or opportunity--depending upon one's perspective. It is clear that career education and the institutions which provide it cannot be isolated from the realities of the situation. If career education does not come to terms and deal with the problem forthrightly it will surely get worse. Tokenism, secrecy, the isolation and solving of minor racial problems as they occur are techniques of denial that a major problem exists. It takes a broadly conceived and well executed plan of action to deal with the problem of bigotry. Success in such a venture is tenuous. And when the teaching and administrative staff are among the bigots, they are not a part of the solution, they are a part of the problem. This problem is obviously one of the ones which will affect the installation of career programs.

THE PROBLEM OF FUNDING

If we exclude the race problem, no other problem consumes the education establishment as does the problem of financing education. Hundreds of school bond issues fail each year. The taxpayer has rebelled against the property tax as a means of financing education. The sheer cost of many vocational and technical education programs precipitates boards of education, boards of trustees of community colleges and boards of two-year technical institutes to ask the question: Can their respective communities afford vocational and technical education? In certain programs, one piece of equipment such as a lathe can run into thousands of dollars while the student enrollment of each class may not exceed fifteen students. Other programs require expensive equipment while their graduates cause an over-supply in the job market. Maintenance of equipment is another big problem in vocational education. Many programs which are exceedingly expensive to establish have a higher attrition rate and the problems continue to mount. All of the foregoing are directly related to funding: equipment cost, class load of the teacher, training students for jobs in short supply, maintenance, and attrition.

It is obvious that local communities and state agencies alone cannot foot the bill for vocational and technial education. School systems will have to continue to look to the federal government for financial support (6, 9). The various vocational acts already in existence and many new ones will have to be enacted. It will be the task of those in career education to sell their concept to the government and to the man who pays the bill.

Little can be added by continuing this narrative. The needs and problems of career education are not uniquely different from other kinds of education. At this juncture, it simply needs better press coverage.

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APPENDIX C

PRE-CONFERENCE INSTRUMENT

PRE-CONFERENCE ASSESSMENT

NATIONAL CONFERENCE ON CAREER EDUCATION
FOR DEANS OF COLLEGES OF EDUCATION

____
Name

Before you begin your pre-conference preparation please complete this survey form. Your responses to this survey will enable the conference planning staff and resource persons to better focus the conference to the backgrounds and needs of the participants.

A return envelope is provided for your convenience in sending back the completed survey form.

1. What is the present status of career education programs in the college or university with which you are affiliated?

☐ a. presently a program operating
☐ b. a program is planned and funded
☐ c. a program is planned and waiting funds
☐ d. presently planning a program
☐ e. presently not planning a program
☐ f. do not intend to plan a program
☐ g. other (please specify) ______________________________

2. Where do you feel your college or university should be in regard to career education?

3. Do you feel that the career education concept is a viable alternative in regard to education in America? Please explain.

4. Within your school of education who should be involved and committed to the implementation of the career education concept?

APPENDIX D

POST-CONFERENCE EVALUATION INSTRUMENTS

PARTICIPANT'S EVALUATION

for

DEANS

of

COLLEGES of EDUCATION

APRIL 24, 25, 26, 1972

NATIONAL CONFERENCE
ON
career education

GENERAL INSTRUCTIONS

Please keep this evaluation booklet
with you for use in your daily
evaluation of conference sessions and activities.

THIS COMPLETED EVALUATION BOOKLET
WILL BE COLLECTED FOLLOWING THE
CONFERENCE LUNCHEON ON APRIL 27, 1972.

NATIONAL CONFERENCE ON CAREER EDUCATION

For Deans of Colleges of Education

PART A

The following information will assist in the assessment of The Conference.

Please indicate to what extent the conference met your needs in the following areas. Your additional comments are welcome.

	Not at All	•	Adequate	•	Extremely Well
1. Pre-conference Information	1	2	3	4	5
Comment: ______________________________					
2. Registration Procedure	1	2	3	4	5
Comment: ______________________________					
3. Accommodations	1	2	3	4	5
Comment: ______________________________					
4. Conference Banquet	1	2	3	4	5
Comment: ______________________________					
5. Meals - Non-conference	1	2	3	4	5
Comment: ______________________________					
6. Meeting Facilities	1	2	3	4	5
Comment: ______________________________					
7. Length of Conference Day	1	2	3	4	5
Comment: ______________________________					
8. Conference Luncheon	1	2	3	4	5
Comment: ______________________________					

PART B

Please indicate to what extent the conference has succeeded in accomplishing the following points.

	Not at All	Somewhat	Adequately	Extremely Well
1. The conference has acquainted me with the basic concepts and theory undergirding career education programs.	1	2	3	4
2. The conference has acquainted me with current developments in career education programming and requirements related to its implementation.	1	2	3	4
3. The conference has stimulated the formulation of a university-based team to promote the development of career education oriented training programs at your institution.	1	2	3	4
4. The conference has provided an information base to guide the development of an institutional policy promoting training of career education oriented personnel.	1	2	3	4
5. The conference has provided a national forum designed to explore the operational/implementational problems of career education at the policy making level.	1	2	3	4

CONFERENCE PROGRAM EVALUATION

GUEST SPEAKERS AND SPECIAL PANELS

PART C

DIRECTIONS: Respond to the four evaluative statements below by placing the most appropriate evaluative remark (code number) in the matrix cell for each of the conference program presenters listed.

Group Identification ______________

Name ______________________________

		PROGRAM ACTIVITIES								
			Panel of School Personnel							
Evaluative Statements	Evaluative Remarks	Worthington		Maas	Moskowitz	Smith	Poston	Marland	Marland & Panel	Taylor
A. The information presented will be __?__ useful to me.	1 = not at all 2 3 = adequate 4 5 = extremely									
B. The time spent on this activity was __?__ .	1 = too short 2 3 = just right 4 5 = too long									
C. The level at which the information was covered was __?__ .	1 = too specific 2 3 = just right 4 5 = too general									
D. The organization of the information was __?__ well done.	1 = not at all 2 3 = adequate 4 5 = extremely									

CONFERENCE PROGRAM EVALUATION

RESOURCE PAPER AUTHORS AND SMALL GROUP SESSIONS

PART D

DIRECTIONS: Respond to the four evaluative statements below by placing the most appropriate evaluative remark (code number) in the matrix cell for each of the two activities listed for each of the conference resource persons.

Group Identification ____________

Name ______________________________

Conference Resource Persons

Evaluative Statements	Evaluative Remarks	Activities	Reinhart	Osipow	Miller	Keller	Goldhammer
A. The information presented will be ___?___ useful to me.	1 = not at all 2 3 = adequate 4 5 = extremely	Summary of Paper					
		Small Group Session					
B. The time spent on this activity was ___?___.	1 = too short 2 3 = just right 4 5 = too long	Summary of Paper					
		Small Group Session					
C. The level at which the information was covered was ___?___.	1 = too specific 2 3 = just right 4 5 = too general	Summary of Paper					
		Small Group Session					
D. The organization of the information was ___?___ well done.	1 = not at all 2 3 = adequate 4 5 = extremely	Summary of Paper					
		Small Group Session					

ART E

f a similar conference were held, what would you recommend for its length?

☐ 1. 1 day
☐ 2. 2 days
☐ 3. 3 days
☐ 4. 4 days
☐ 5. 5 days

f you were planning a similar conference, what alternative conference techniques nd structure would you recommend?

nitial career education related activities that I plan to engage in following his conference.

DEMOGRAPHIC DATA

PART F

Name ______________________________

Title ____

Age:
☐ 1. 35 or under
☐ 2. 36 - 45
☐ 3. 46 - 55
☐ 4. 56 - 65
☐ 5. 66 or over

Sex:
☐ 1. Male
☐ 2. Female

Highest Degree Earned:

☐ 1. Masters
☐ 2. Education Specialist
☐ 3. Doctorate
☐ 4. Others ______________________________

Institution from which highest degree granted:

Name: ____

Number of students (FTE) enrolled in college (department, school, etc.) of education to which you are affiliated.

☐ 1. 500 or less
☐ 2. 501 to 1000
☐ 3. 1001 to 1500
☐ 4. 1501 to 2000
☐ 5. 2001 to 2500
☐ 6. 2501 to 3000
☐ 7. 3001 to 3500
☐ 8. 3501 to 4000
☐ 9. 4001 and over

School type:

☐ 1. Public Land Grant
☐ 2. Private
☐ 3. Public
☐ 4. Other ________________________

PARTICIPANT'S EVALUATION

for

PROFESSORS

of

EDUCATIONAL ADMINISTRATION

MAY 7, 8, 9, 1972

NATIONAL CONFERENCE ON

career education

GENERAL INSTRUCTIONS

Please keep this evaluation booklet
with you for use in your daily
evaluation of conference sessions and activities.

THIS COMPLETED EVALUATION BOOKLET
WILL BE COLLECTED FOLLOWING THE
CONFERENCE LUNCHEON ON May 9, 1972.

NATIONAL CONFERENCE ON CAREER EDUCATION

Professors of Educational Administration

PART A

The following information will assist in the assessment of The Conference.

Please indicate to what extent the conference met your needs in the following areas. Your additional comments are welcome.

	Not at All	•	Adequate	•	Extremely Well
1. Pre-conference Information	1	2	3	4	5
Comment: ______________________________					
2. Registration Procedure	1	2	3	4	5
Comment: ______________________________					
3. Accommodations	1	2	3	4	5
Comment: ______________________________					
4. Conference Banquet	1	2	3	4	5
Comment: ______________________________					
5. Meals - Non-conference	1	2	3	4	5
Comment: ______________________________					
6. Meeting Facilities	1	2	3	4	5
Comment: ______________________________					
7. Length of Conference Day	1	2	3	4	5
Comment: ______________________________					
8. Conference Luncheon	1	2	3	4	5
Comment: ______________________________					

PART B

Please indicate to what extent the conference has succeeded in accomplishing the following points.

	Not at All	Somewhat	Adequately	Extremely Well
1. The conference has acquainted me with the basic concepts and theory undergirding career education programs.	1	2	3	4
2. The conference has acquainted me with current developments in career education programming and requirements related to its implementation.	1	2	3	4
3. The conference has stimulated the formulation of a university-based team to promote the development of career education oriented training programs at *your* institution.	1	2	3	4
4. The conference has provided an information base to guide the development of an institutional policy promoting training of career education oriented personnel.	1	2	3	4
5. The conference has provided a national forum designed to explore the operational/implementational problems of career education at the policy making level.	1	2	3	4

CONFERENCE PROGRAM EVALUATION

GUEST SPEAKERS AND SPECIAL PANELS

PART I

DIRECTIONS: Respond to the four evaluative statements below by placing the most appropriate evaluative remark (code number) in the matrix cell for each of the conference program presenters listed.

Group Identification ____________

		PROGRAM ACTIVITIES								
			Panel of School Personnel							
Evaluative Statements	Evaluative Remarks	Worthington	Cook	Jenkins	Wilson	Sampieri	Tyler	Culbertson	Cunningham	Taylor
A. The information presented will be __?__ useful to me.	1 = not at all 2 3 = adequate 4 5 = extremely									
B. The time spent on this activity was __?__.	1 = too short 2 3 = just right 4 5 = too long									
C. The level at which the information was covered was __?__.	1 = too specific 2 3 = just right 4 5 = too general									
D. The organization of the information was __?__ well done.	1 = not at all 2 3 = adequate 4 5 = extremely									

CONFERENCE PROGRAM EVALUATION

RESOURCE PAPER AUTHORS AND SMALL GROUP SESSIONS

PART II

DIRECTIONS: Respond to the four evaluative statements below by placing the most appropriate evaluative remark (code number) in the matrix cell for each of the two activities listed for each of the conference resource persons.

Group Identification ______

Conference Resource Persons

Evaluative Statements	Evaluative Remarks	Activities	Osipow	Reinhart	Miller	[illegible]	Moore
A. The information presented will be _?_ useful to me.	1 = not at all 2 3 = adequate 4 5 = extremely	Summary of Paper					
		Small Group Session					
B The time spent on this activity was _?_.	1 = too short 2 3 = just right 4 5 = too long	Summary of Paper					
		Small Group Session					
C. The level at which the information was covered was _?_.	1 = too specific 2 3 = just right 4 5 = too general	Summary of Paper					
		Small Group Session					
D. The organization of the information was _?_ well done.	1 = not at all 2 3 = adequate 4 5 = extremely	Summary of Paper					
		Small Group Session					

PART E

If a similar conference were held, what would you recommend for its length?

☐ 1. 1 day
☐ 2. 2 days
☐ 3. 3 days
☐ 4. 4 days
☐ 5. 5 days

If you were planning a similar conference, what alternative conference techniques and structure would you recommend?

Initial career education related activities that I plan to engage in following this conference.

PART I

SPECIAL FEATURE ACTIVITIES

DIRECTIONS: Respond to the four evaluative statements below by placing the most appropriate evaluative remark (code number) in the matrix cell for each of the two activities listed for each of the conference resource persons.

Evaluative Statements	Evaluative Remarks	SPECIAL FEATURE ACTIVITIES	
		Film: "Career Education"	Marland/Panel Video Tape
A. The information presented will be __?__ useful to me.	1 = not at all 2 3 = adequate 4 5 = extremely		
B. The time spent on this activity was __?__.	1 = too short 2 3 = just right 4 5 = too long		
C. The level at which the information was covered was __?__.	1 = too specific 2 3 = just right 4 5 = too general		
D. The organization of the information was __?__ well done.	1 = not at all 2 3 = adequate 4 5 = extremely		

☐ Did not see program.

DEMOGRAPHIC DATA

PART G

Small Group Session A B C D E

Please circle appropriate letter

Name ______________________________

Title ____

Age:
- ☐ 1. 35 or under
- ☐ 2. 36 - 45
- ☐ 3. 46 - 55
- ☐ 4. 56 - 65
- ☐ 5. 66 or over

Sex:
- ☐ 1. Male
- ☐ 2. Female

Highest Degree Earned:
- ☐ 1. Masters
- ☐ 2. Education Specialist
- ☐ 3. Doctorate
- ☐ 4. Others ______________________________

Institution from which highest degree granted:

Name: ____

Number of students (FTE) enrolled in college (department, school, etc.) of education to which you are affiliated.

- ☐ 1. 500 or less
- ☐ 2. 501 to 1000
- ☐ 3. 1001 to 1500
- ☐ 4. 1501 to 2000
- ☐ 5. 2001 to 2500
- ☐ 6. 2501 to 3000
- ☐ 7. 3001 to 3500
- ☐ 8. 3501 to 4000
- ☐ 9. 4001 and over

School type:
- ☐ 1. Public Land Grant
- ☐ 2. Private
- ☐ 3. Public
- ☐ 4. Other ________________________

APPENDIX E

PRESENTATION, CUNNINGHAM

Roles And Opportunities Of Educational Administration in Career Education

by

LUVERN L. CUNNINGHAM

DEAN, COLLEGE OF EDUCATION
THE OHIO STATE UNIVERSITY

Presented at the

NATIONAL CONFERENCE ON CAREER EDUCATION
FOR PROFESSORS OF EDUCATIONAL ADMINISTRATION

Columbus, Ohio

May 7, 8, 9, 1972

Sponsored by

THE CENTER FOR VOCATIONAL AND TECHNICAL EDUCATION
THE OHIO STATE UNIVERSITY

In cooperation with

THE COLLEGE OF EDUCATION, THE OHIO STATE UNIVERSITY
and
THE UNIVERSITY COUNCIL FOR EDUCATIONAL ADMINISTRATION

(Under a Grant from the U.S. Office of Education)

ROLES AND OPPORTUNITIES OF EDUCATIONAL ADMINISTRATION IN CAREER EDUCATION

Luvern L. Cunningham

I want to begin by reading a few paragraphs from Sam Goldman's 1972 UCEA Presidential Address (1). His thoughtful paper was presented to the UCEA plenary session in Atlantic City in February. There are points of view in that statement which I think have relevance for our discussions this afternoon. They are especially germane as we consider the relationship between professors of educational administration and their colleague-ship with people responsible for developing the philosophy and the content of career education. Professor Goldman observed:

> For many years our attention has been focused upon what we called "administration as administration." Thus, we emphasized the commonalities that existed among such fields as public administration, business administration, educational administration and the like. We looked to the social and behavioral sciences to provide us with the concepts necessary to understanding administration.
>
> I believe that this has been a very strong and productive perspective and in a very brief period we have developed an intellectual sophistication equal to that in most any comparable field.
>
> But in so doing, we seem to have paid precious little attention to the very essence of our being--namely education. We seem to have played down what I will call our professional perspective. I believe that the problems which confront us today require that we develop such a perspective to a much higher degree.
>
> While educational administration may have no conceptual boundaries from the point of view of administration, it does have some very practical parameters. Our substantive turf is the schools and whatever we do, it must be relevant to the schools and those unique variables that define them within our mode of relating what we know to what we do--and each defines the other.

> What we know derives from the disciplines as a synthesis of concepts. What we do, very importantly, relates to what is going on in the unique world of educational leadership.

Mr. Goldman has described our mission and focused our attention on what schools are all about --- education. This is our business. It is the business of this conference.

In the minutes that I have available I would like to focus on the meanings of career education for professors of educational administration. There are three observations that I would like to make: the first is that there are contemporary social and economic themes in our society which enhance the attractiveness of career education from the perspective of the citizen; the second is the policy leadership obligation of professors of educational administration in regard to career education as an evolving set of ideas; and the third is the relationship between career education and the emerging problems of credentialing within the society.

Most of you are familiar with Ivar Berg's provocative book, Education and Jobs: The Great Training Robbery. The volume is based upon careful analyses of a decade or more of manpower research. Berg, (2) early in his book, states:

> The public has become education conscious to an extraordinary degree - a fact that helps explain the considerable rise in the educational attainments of the work force and the boom in what has been termed somewhat infelicitously the "knowledge" industry or the "education" industry. The well publicized concern of parents, young people, and a variety of social commentators with education and academic performance is more than matched by the concern of researchers, educators, government policy-makers and businessmen. Thus, we note a phenomenal increase in the interest in education. That is, in schooling and related training programs among economists, manpower experts, foreign aid officials, marketing specialist, publishers, and even investment analysts in the nations financial centers. In each of these circles, education (generally equated with years of formal schooling) is seen as a major factor effecting productivity,

> economic growth, income sharers, and the array of other phenomena that corporations consider in decisions regarding plant location, advertising, and production planning. But the possibility that there may now be a considerable disparity between the educational achievements of the American work force and the educational requirements for a significant proportion of jobs is a possibility explored in this month and ignored by those who have been thinking about education.

Frequent references have been made at this conference and at the earlier conference of the Deans of Colleges of Education that career education is an educational idea whose time is right. Progenitors of career education, whether they are among the staff of the Research and Development Center at Ohio State or whether they reside in the general population out there, seem to say that career education's time is now. They believe that career education is a sound notion, that it is timely, and that it seems to represent the kind of education that many Americans are seeking. The concept above all appears to be practical and after all, Americans are a practical people. From the citizen perspective there has been too much emphasis on sterile academic learning --- not enough on doing the job. Citizens often complain that our country is full of young people who do not possess marketable skills. Employers are critical of the "products" of our schools. And increasing numbers believe that too many people are attempting to go to college. Higher education is a questionable option for many who arrive there. After all there are not enough jobs for college graduates. Equally devastating is our inability to deal with the individual and social paranoia produced by human obsolesce. We are indeed a society in "future shock."

If one believes in that set of observations and the implied assumptions, career education appears to be an attractive answer.

Parents who are terribly concerned about their children see career education as a way for them to survive. Theirs is a "now" reaction to their perceptions of what the future might hold. And they are taxpayers who view career education as something practical and worth their support.

Politicians sense its salience in the voting booth. Such officials include the President, Congressmen, members of the State general assemblies, Governors as well as politically orientated school board members. Educators too rally to the cause. School systems have been floundering in their search for a new educational theme which might hold some promise for educational improvements in the future. Or in the short range provide a means to reestablish confidence in schooling. School district leaders sense as a result of public sharing of the idea that it may indeed restore confidence in the schools. Career education may in some measure reduce pressures that have been mobilizing and growing in the last several years.

Federal and state education agency bureaucrats have rallied because they too are under pressure from political sectors. They are under the gun to identify ideas about educational change that make sense --- and not always in purely educational terms.

There are educational and social theoreticians who see in this concept leverage which will allow them to reexamine some of our larger social problems e.g. the place of work in the near and far futures and the exploration of new means to achieve human fulfillment in an environment paralyzed by future shock. Social philosophers view career education as a vehicle for facing (for the first time) some of the problems of human obsolescence which tend to render impotent most policy-makers. It allows theoreticians to think about leisure in new terms and it may be a means to do something in a policy way about our long-term objective of formal, genuine life-long learning. To summarize this point, career education is an educational concept which has substantial face validity among and within several constituencies of American schools.

One reason for a conference at this time involving professors of educational administration is the need for criticism of a curriculum change in its formative period. Professors of educational administration have a potential for impacting more forcefully upon many publics than any other academic educational constituency. We need an opportunity to think about the validity of career education arguments. And we should criticize of significance relative to the present and future of career education. Career education, its philosophy and curricular forms, is not fully developed. But it is in an important stage of early evolution. Career education, as a concept, is less than two years old. The R&D work is just beginning. It is in an infant stage of development. We have been working here at Ohio State less than a year on school based models.

As professors of educational administration we have seldom had an opportunity previously to encounter an emerging set of ideas and effect their evolution. The National Defense Education Act (our first educational policy response to Sputnik) was launched without a chance for theoreticians or practitioners in educational administration to shape its directions. The Elementary and Secondary Education Act in 1965 was passed without opportunity for professional review. It was the product of a secret task force appointed by President Johnson. People like ourselves were unable to critique the concepts of compensatory education, supplementary centers or regional educational laboratories in their formative states. The educational administration fraternity, in my judgment, should be a very thoughtful group committed to thinking through the issues in educational change. The reason I think it is so fundamental goes back to my opening remarks this morning. It relates to the access of professors of educational administration to the nations' political and intellectual leadership structure for education.

Professors of educational administration come into contact (through pre-service programming or in-service work) with a large percentage of the educational administrators active in the country today or destined for leadership positions in the future. People in leadership roles, rightly or wrongly, are tied to policy shaping and policy evolution. In my judgment there should be a strong commitment to policy analysis, dialogue, and debate within the profession of Educational Administration. In my judgment there is not. Events occur of substantial significance in our times but without much visible concern, input, or critical review on the part of those of us who train educational leaders. UCEA, the National Conference of Professors of Educational Administration, the American Association of School Administrators, the National Elementary and Secondary Principals Associations, and their counterparts at the state level seldom speak out on major policy measures, seldom share their perspectives on these issues with other professionals or the citizenry at large.

The central, fundamental, intensely critical issues are either being ignored or treated without benefit of policy position from the nation's educational leadership. Racism, integration/segregation, full state funding, decentralization, renewal centers, the National Institute for Education and now career education until today at least, have been outside the scope of policy interest in an organized fashion on the part of administration professors as well as educational administration practitioners. To me major policy matters, such as those within career education, deserve intensive debate. They warrant review by professors of educational administration who impact upon those who lead in our schools.

The resolutions of AASA do contain position statements on critical questions from time to time and to that extent there are exceptions to the generalizations above. And there are other exceptions too. School finance is one of these. Educational administration professors have had an important role in shaping state, and to some extent, national fiscal policy for education. But even in this domain it has taken a series of earth shaking court decisions to bring us to the point of definitive review of and advocacy in regard to equity and inequity in the distribution of the nation's resources for the support of schooling. We have known for decades that our state level formula for distribution have been grossly unfair. We have rationalized difference in educational expenditure chiefly on the basis of the need for lighthouse, distinctive school districts where educational innovation and experimentation could take place. As we know now (and should have recognized then) these lighthouse districts were dealing with essentially elite populations whose educational needs varied substantially from those of most Americans. Furthermore, we should have recognized that our techniques for disseminating creative ideas produced through the lighthouse district concept were not disseminating. Or if they did resources were not available for appropriate and adequate implementation. Educational finance matters are now out of hand --- out of our hands, out of anyone's hands actually. We had opportunity in the post World War II Era to have exerted leadership on questions of equality and equity and we did not.

And now we face another set of complex policy questions which surround career education. What is it? What does it mean for genuine, practical, school level educational reform? Is it a reform? Who are its progenitors? What is its theoretical rationale? Who should shape its direction? What should be the role of professors of educational administration in the present and future of career education?

Most of the people in this room (maybe students would argue to the contrary) impact powerfully upon the lives of individuals who move into positions of major educational responsibility; we do it through our preservice programs and our sustained contact with practitioners including in-service vehicles that are available to us. We also have relationship to practitioners through a vast network of professional organizations both national, regional, statewide and local. We have an opportunity to stay in touch with school boards in a way that is not available to most other specialized interest segments within the profession. Many of us spend time consulting with local school districts. We are effecting them directly and indirectly through what we advocate or what we imply through our behaviors. Many of us are powerful gate-keepers. We become involved in the lives of others in relation to their job changes and job placements. We serve on screening committees for superintendencies or principalships. I don't know if the old checkerboard phenomenon is as prominent as it was once, but most of us are involved in the careers of people beyond educating them for careers. We have been impacting very fundamentally upon career development.

I think our influence in this regard contrasts rather sharply with other arenas of specialized interest. Our academic colleagues in curriculum and foundations for example spend much of their lives talking to one another (as well as students) critizing ideas. But the spin off (outward flow and the entry of those ideas into the blood stream of a system) is less visible than is the influence of professors of educational administration. Educational psychology as a discipline appears to impact less fundamentally on education now than in the past. Elementary and secondary education specialists have the prospect for effecting the lives of large numbers in education through their teacher-training responsibilities. As a group they may be a close second to educational administration in terms of effect upon the evolution of new educational thinking.

One of the most politically powerful sub-sectors in education is vocational and technical education. The voc-tech fraternity especially agricultural education has the best political influence record of any of the education sub-interest sectors. Certainly vocational-technical education has the most powerful national lobby. It has perpetuated its influence even when faced with obsolescence; it has continued to sustain its political strength, and affects state legislatures as well as the Congress of the United States.

My point, once again, is that professors of educational administration have access to and opportunity to impact more fundamentally upon education's direction than may be true of some of our other colleagues in the organized profession of education. Because we have the opportunity, I argue that we also have the obligation to influence and shape educational policy.

Many of us, I am sure, are restless in regard to some of the basic American educational assumptions that are challenged by career education. We are uncomfortable with some of the premises that are being advanced in support of career education. Our discomfort is, in part, related to the absence of a coherent, fully developed, well articulated career education rationale. Our uneasiness is also a reflection of society's exaggerated state of goallessness. Our nation may have had clearer goals in the past. I suspect that it did. But at present we are essentially a goalless nation. We don't know whether we are devoted to peace or to war. We don't know whether we are devoted to future scientific and technological development or whether today's humanistic thrust is powerful enough to overcome the unattractive features of a technocratic society. If society is without goals, it stands to reason that one of its basic institutions--education--is also without goals. Confusion over goals produces the near paranoia that many of us seem to possess as we try to get our own heads together, vis-a-vis the future of education.

The society currently has a limited capacity to refine postures and positions on important questions confronting it. But education has a leadership cadre; we are a part of it and we should try to clarify our positions on the important educational questions of our time. Career education is one of these. It is just beginning to emerge. And as noted earlier it has the prospect of mobilizing substantial public support for it. We should be clear about what we believe in regard to this new thrust in American education (when we are asked by our academic colleagues, citizens of local communities or others who might raise a question).

Career education is responsible for many policy side effects: one of these has to do with compulsory education. Career education is stimulating hard questions about our traditional patterns of attendance. It is also provoking issues about the use of time as a resource. New ideas are developing in respect to interrupted sequencing in education. What should be the extent and nature of the time span for the fundamental work in education? Here at Ohio State we are thinking about "delayed educational entitlement." It is a way of allowing adults to resume formal education once again after the age of thirty and at public expense. Our focus upon careers and career education brings us face to face with society's agonizing new encounter with the purpose and function of credentials. And we are brought up short by the unavoidable confrontation with career obsolescence.

As professors of educational administration we should read the policy documents coming out of Syracuse and the Stanford Research Institute having to do with futures. We should pour through the Pucinski report of 1970 which was a compendium of idea papers on education for the 70's. We should sort through the wealth of fresh thought included in the recent Congressional Report entitled Alternative Futures in American Education. Today's emergent themes are within such documents. Career education --- what we will do without lives --- is one of them. Compulsory education, the use of time as a resource in life as well as in education, and what is going to happen to credentialing are there too.

One of the interesting and now predictable side effects of our preoccupation with the future is that futurism accelerates the present. Spelling out the features of the future impacts right now on the "now". As I listened to Jack Culbertson read his future scenario, it seemed to me that the immediate result of his conjecture about the future will be a stepped up movement towards policy change. Some of you may be regular readers of the policy documents coming out of Syracuse. One that interests me is Career Obsolescence and Social Security. It contains a future scenario. In this future there is a dramatic legal issue which leads to a court case. A citizen sues the U.S. Government for his social security benefits immediately. Because of a shift in federal policy a man lost his job. He has an advanced, highly specialized graduate degree and he doesn't want to drive a truck. He maintains that federal policy changes were responsible for his losing of his job. And he wants his social security equity right now. That's a very interesting argument. It is posed as an argument relevant five to ten years in the future. But it is equally significant now. There are hundreds of Ph.D's out of work around the Bay Area in California alone.

Just a few closing comments about credentialing and its relationship to career education. Ivar Berg in Education and Jobs: The Great Training Robbery raises forcefully the question of the viability of our entry-level criteria for moving into the world of work. As Berg's book was in process, an important court decision occurred. It prohibits requiring a high school diploma as a criterion for an employment decision. You may recall the Administrator's Notebook (3) issue of a few months ago on the future of administrator selection procedures. In this article Ed Bridges and Melany Baehr (based on the diploma decision) raise the question of the extent to which civil rights or personal rights are violated as a consequence of the employment of inappropriate criteria for entry into jobs. Our licensing and creditialing system is on very, very shaky grounds not only in education but across society. And because it is, career education will raise to an ever higher point of visability the limited extent to which traditional criteria have served people adequately. Inequities which are the result of inadequate credentialing will stimulate new equity questions. Teacher credentialing and administrator credentialing may be the first step in bringing national public review of the larger problem.

Some of you know that we have an experimental administrator preparation program coordinated here at OSU and involving several universities. It is called the National Program for Educational Leadership. And it is an attempt to bring successful people from other sectors of administrative leadership into a two-year preparation program prior to entering leadership positions in education. It is organized mid-career change. The program challenges many of our time-honored concepts. It brings into high visability the prospects for career transferability. It also has revealed the restlessness that many people have in regard to their professions or occupations. The new program is producing an important reexamination of credentialing. It has started debate and arguments about the viability of conventional criteria for those who are allowed legally to serve in the schools (4). At the 1972 National School Board Convention in San Francisco on four successive days we reviewed the program with school board members. We found fantastically varied reactions. We discovered, on one board from a district in Wisconsin, a professor of physics (the board chairman) who felt that the concept was excellent, that we should have been moving more rapidly in the past toward implementing such ideas. His colleague on the board in a discussion of credentialing and certification said "Well do you mean such individuals will have to have regular certification requirements waived? You mean we might be asked to employ people who do not meet state standards? Or do you mean we are going to modify state standards to incorporate these individuals so that we can legally pay them?" It turned out that he was a union leader. He saw this as the entry wedge into examining union credentialing practices and the extent to which the apprenticeship system is a viable option for becoming a plumber or electrician. He became very defensive in regard to credentialing systems in general. He became concerned that the public exposure of some of the frailties in one credentialing sector might spill over into another.

Citizen rights are becoming a topic of dinner conversation. It is interesting to note the extent to which the courts are changing our lives. Two instances are worth noting. One example is a pending challenge to higher education (public supported higher education). A citizen is considering a suit to recover an equal amount for his son to that expended on his neighbor's son for a publicly supported college education. It would be a stipend to his son who didn't qualify for entry into higher education. On the surface at least it seems to be a legitimate point, one which indirectly impacts upon careers. It dramatizes the extent to which our educational system has perpetuated inequities over a long period of time.

The other legal question is internal to higher education. It is a challenge to uniform tuition rates for educational curricula where it is clear that some programs are much more expensive or costly than others. Cost benefit analyses may ultimately lead to the demise of such practices. Colleges of education for example argue that they have been underwriting many other specialized colleges or departments. I suspect there will be student initiated class action suits to remedy such inequities if the leadership in higher education is unable to find solutions. Although the latter example may be more remote from career education it is an expression of public mood and close to the pattern of thinking that challenges credentialing.

CONCLUSIONS

Career education is a potentially significant set of fresh educational ideas. The movement is just beginning. As educational policy people professors of educational administration have an opportunity and responsibility to assist in shaping the direction of career education. Seldom have we had such an opportunity.

FOOTNOTES

1. Samuel A. Goldman, To Move a Profession. First Presidential Address, University Council for Educational Administration. The Ohio State University, Columbus, Ohio, 1972.

2. Ivar E. Berg, Education and Jobs: The Great Training Robbery. The Center for Urban Education, Praeger Publishers, New York, 1970.

3. Edwin M. Bridges and Melany E. Baehr, "The Future of Administratior Selection Procedures," Administrators Notebook. Midwest Administration Center, The University of Chicago, 5835 Kimbark Avenue, Chicago, Illinois. Vol. XIX, January, 1971, No. 5.

4. For an important review of this problem see Charles A. Dailey, Assessment of Lives. San Francisco, Jossey-Bass Inc. Publishers, 1971. Chapters 7 and 8.

APPENDIX F

PRESENTATION, CULBERTSON

UCEA And Career Education

by
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UNIVERSITY COUNCIL FOR EDUCATIONAL ADMINISTRATION

Presented at the

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FOR PROFESSORS OF EDUCATIONAL ADMINISTRATION

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UNIVERSITY COUNCIL ON EDUCATIONAL ADMINISTRATION AND CAREER EDUCATION

Jack Culbertson

It is the tradition of writers to define terms in the early paragraphs of papers. As you would guess, I find the concept of "UCEA" much easier to define than that of "career education." Even though many of you are very familiar with UCEA as an organization, perhaps it would be helpful to define it briefly, especially in relation to "career education."

UCEA, with its 59 member universities, is an organization of institutions rather than individuals. Its mission is to improve preparatory programs for educational leaders. It goes about this task through inter-university cooperation and communication. Through task forces, development teams, seminars, conferences, institutes and special appointments for individual professors, the organization helps generate and disseminate varied ideas, information, and instructional materials. These outputs are treated as "conceptual capital" and their investment in preparatory programs is encouraged and facilitated in a variety of ways.

UCEA is linked to more than 900 professors of educational administration in its member universities. Through its institutes on new instructional materials and methods, it can reach the remaining 1200 full and part-time professors of educational administration in the United States and Canada. There are also large numbers of professors of vocational education, curriculum, philosophy, and related areas in UCEA. Finally, there are leading professors of social science and many other scholars in the member institutions. Since representatives from all these special fields and others could contribute to the illumination and improvement of career education leadership, there is an unusual array of talent in the universities which make up UCEA.

Even though the concept of "career education" now lacks clear and complete definition, there is, as Gordon Swanson(1) has demonstrated, a range of alternatives for describing or attributing meaning to the concept. These can be highlighted in the form of questions:

1. What are the origins of "career education?"
2. What philosophical commitments are implied by the concept?
3. What are the essential components required for a functioning "career education" program?
4. What resources does it take to deliver a "career education" program, including the time of students, the time of faculty, support personnel, instructional materials, equipment, and space?
5. What objectives should guide "career education" in elementary, junior high, senior high, adult and continuing education levels and how should the objectives differ from level to level?
6. What should be the outcomes of "career education" and how do the programs at various levels contribute to the outcomes?

Those interested in improving leadership face major challenges in getting clearer and more cogent ideas related to the above questions. School leaders should not be expected to rely upon political processes and professional discussions alone to obtain answers to these questions. The growing amount of scholarship on career education needs to be increased and the results communicated so that a greater amount of systematic thinking can be brought to bear upon definitional and related issues. This raises a question: Could UCEA, The Center for Vocational and Technical Education, and associated agencies create a task force to evolve a plan which, when implemented, would enable selected scholars to develop and present systematic thinking on different definitions of career education? The output might be a book which would help give focus and direction to efforts to improve career education.

Of all the ways of defining career education none is more critical than that of philosophical commitment. Inherent in such commitments resides both purpose and rationale and on these hang many specific issues. Already a number of issues face school leaders concerned with career education. Since career education is a relatively new concept and since some see it as a movement generated external to the schools, many of the issues being raised both in and outside of schools are critical in tone. Such issues have to be confronted by leaders in school systems. The positions they take on the issues determine to a considerable degree the directions of leadership. The following issues are illustrative:

1. Can the "career education" concept serve as a point for a comprehensive educational philosophy?
2. Functionally viewed, is career education more a political concept to deal with social class differences and conflict than a concept grounded in learning and instruction?
3. Is there any justification for what the Education Commission of the States has called "a fast building controversy in American education" centered in an opposition which has characterized the career education movement as "an abandonment of the college for everybody concept"? (2)
4. Will schools which concentrate strongly on career education likely neglect such traditional objectives as citizenship education and esthetic development?
5. Since most of those enrolled in the schools today will likely switch careers a number of times, is career education the most appropriate alternative to prepare persons for intermittent career obsolescence?
6. Is there sufficient knowledge about career options and career lines to justify major emphasis upon career study and career choice over a 12-year period in schools?
7. Does career education represent the end of "liberal education" and the notion of the "educated man"?

8. Will institutional press to "choose career" create simply one more external pressure on already hard-pressed adolescents with an attendant increase in anxiety?

9. Are girls to be "career educated" on the same basis as boys and with equal access to all careers?

10. Will career education be required of all students?

11. If it is required of all students, will career education counter current movements to destructure education and to provide learners more alternatives?

12. Will economic interests affecting career education programs limit and interfere with individual development and the attainment of broader human objectives?

13. Can education for leisure be integrated effectively with education for career?

14. Does or can career education efforts take into account the apparent diminishing interest which many youths have in material objectives and the attendant increase of interest in human and public affairs?

15. Is career education only one of several themes or equally valid alternatives for organizing programs, given the substantially different interests and backgrounds of students? (3)

Issues such as those just listed have not been addressed thoroughly and systematically, insofar as I am aware. At the same time, they are a frequent companion of superintendents, assistant superintendents for curriculum, directors of vocational education, principals, teachers, and other leaders in schools. One question, then, is whether or not the varied scholars in universities and the scholar practitioners in school systems might be provided special opportunities through UCEA and associated agencies to confront systematically and in writing, these issues. Such an effort, if effective, should illuminate these issues for decision-makers and stimulate a continued search for additional insights into them.

The end result would be pro and con positions on a list of significant issues and the dissemination of the positions and issues. Such a result would assume that decision-makers would not only find it useful to have identified important issues before them but that a careful treatment of both sides of the issues would be helpful to them in the making of decisions. It might also assume that an increasingly educated citizenry will reflect different views on issues and that the best preparation for decision-making is to understand and assess counter views on issues before taking positions on them.

During recent years UCEA has placed an increasing emphasis upon the creation of futuristically oriented conceptual capital designed to help those preparing educational administrators anticipate and achieve needed adaptations in preparatory programs. Underlying this emphasis is the fact that change is incessant; further, scholars agree that the pervasive ferment inherent in society during the last decade will continue into the future. A basic assumption underlying UCEA's increased orientation toward the future is that those preparing leaders and those exercising leadership need to become more effective in thinking about the future, in studying the future, and in using data on the future to achieve desired program adaptations. These adaptations in programs would encompass those designed to prepare leaders and those designed for educating students generally.

What are the implications for career education of UCEA's future oriented stance? Clearly, a variety of methods and approaches to the future could be used to generate data bearing upon career education. Such data might provide support for decisions about career education in schools as well as support for decisions about desirable programs to prepare career education leaders. Therefore, we shall offer some illustrations of future oriented inquiry and indicate how these might be related to leadership development and career education within a UCEA context.

A widely used term these days among futurologists is "alternative futures." How and for what purposes might the concept be applied to career education? Clearly, there are many answers to this question. One option is to develop alternative futures within the contest of public-private relationships in society and to then deduce implications for career education. Clearly, such a context offers strategic advantages for achieving understandings about changing values, changing occupational structures, and changing mores which might affect career education.

Let us introduce the subject from the perspective of Tommy Welch, who will be one of those graduating from high school in 1990. What are some alternative futures which could be faced by Tommy Welch in 1990 and how might these be delineated within the societal context of public-private relationships? Two alternatives will be outlined briefly for illustrative purposes.

One of the alternatives which could be faced by Tommy Welch might be labeled "humanistic capitalism." (4) This alternative began to emerge in the mid-seventies and its growth and development were steady and visible from 1975-1990. It was buttressed and stimulated by substantial changes in the underlying attitudes of the public toward the private sector. Highly negative attitudes toward traditional patterns of behavior in the private sector developed and, in the eyes of some beholders, the attitude changes were radical. In any case, they were sufficiently powerful to alter substantially the tradition of the industrial revolution era. The alteration was "characterized by diminishing dominance of industrial production as a social function, by increased prominence of service activities, and by increased concern with value questions related to quality of life." (5) Some of the forces which brought about the change were evident before 1972 and can be summarized as follows: "decreased sense of community; increased sense of alienation and purposelessness; increased occurence of violent crime; increased frequency of personal disorders and mental illness; increased frequency and severity of social disruptions; increased use of police to control behavior; increased public acceptance of hedonistic behavior; and an increase in the amount of non-institutionalized religious activities. (5:27)

Underlying these forces were severe societal problems associated with the excesses if industrial and technological success. Among these were problems of resource depletion, human poverty, pollution, highly destructive weapons, and excessive population growth. These problems had their origins in a more fundamental dysfunction: the private sector tradition of making decisions from microscopic rather than macroscopic perspectives and the resultant destructive effects on society. Put differently, decisions that made sense for single firms did not make sense collectively for the larger society.

In 1990 the high value which had been placed upon materialism during the industrial revolution was no longer present. Humanistic and spiritual values were predominant in the culture. The strong values placed upon community, experience, and nature by some youth in the early 1970's were very widespread in the 1990 population.

The private corporation had undergone substantial adjustment as a result of a re-educated citizenry and the powerful pressures exerted by it. Governmental control over the corporation was less than in the early 1970's although the government still regulated commerce, transportation, and related functions. The power of the people with a new set of values reshaped the corporate structure. In 1990 this structure was much more concerned about using technology to meet human needs than in earlier periods; it was also increasingly concerned about fitting jobs to people and advancing the personal fulfillment of its employees. Advertising to persuade was diminished markedly and development oriented toward the predetermined needs of people was widespread.

Public pressure on multinational corporations, giant conglomerates, and international labor unions increased. Criticism of the purposes and effects of corporations, which was already prevalent in stockholders meetings in the 1970's continued to grow as did public power wielded through selective and publicized stock purchases and through job seeking oriented toward public spirited corporations. Young executives in the late seventies and eighties, who were also increasingly interested in public sector problems, responded in a variety of ways to human needs and interests. They broke new paths in dealing with unemployment, welfare, education, race relations, and poverty.

Corporations did not make as wide profit gains in the eighties as in earlier times; however, neither was the public as acquisitive nor did it have as strong a felt need for material goods as earlier in the industrial revolution era.

Some used a phrase coined by a scholar named Hutchins in the 1960's to refer to society served by "humanistic capitalism" in 1990 as a "learning society." Much leisure was devoted to learning and thought. Religion and spiritualism was held in high esteem and humanism and trust prevailed. The avid pursuit of vocation and careers was much less prevalent than in the pre-1970 period.

In 1990 much change had taken place in elementary, secondary, and higher education institutions. One major change was represented in the large increase in the number and diversity of educational alternatives available to individuals at all levels of education. Another was in the de-emphasis on student control and a concomitant emphasis upon student choice and upon individual expression.

These and related changes in educational institutions were brought about by the strong shift in public values referred to above. Consequently, curricula provided many opportunities for examining "quality of life" issues. In addition, special schools concentrating upon such themes as nature, community, esthetics, and ethics came into being. In these schools educational purposes were more sharply defined than currently and the curriculum was more focused in scope. At the same time, however, students had much more choice regarding their studies within themes. In addition, much more study than currently was conducted outside of schools. Schools focusing upon the theme of community, for example, were deeply involved in facilitating the study of actual community problems and those concerned with nature explored problems in natural environments. The The traditional vocational emphasis within schools subsided sharply by 1990. Much more effort was taken on by the private sector as increasing value was placed upon fitting jobs to individuals rather than the other way around and as individual motivation became increasingly recognized.

Of the many specific events influencing changes in educational institutions perhaps none was more critical than a Supreme Court ruling on compulsory education in the early 1980's. In a famous decison the Court made a clear distinction between the right to an education and the means to achieve it. It ruled that the state could require its citizens to learn to read and write; however, it could not require them to attend established institutions as a means to this end. This ruling helped enhance the already growing number of alternatives for education and it was instrumental in bringing about the de-emphasis on control arrangements in public schools.

Another alternative future which Tommy Welch could face in 1990 might be called "government controlled capitalism." Under this alternative Tommy and his contemporaries would live in a private sector with values similar to those in the pre-1970 period. The view, in other words, set forth by Milton Freedman in the early seventies prevailed that corporate leaders should concentrate upon profit making and not upon the broader objective of social responsibility. This sharply defined view, however, precipitated a move toward increased government control over private sector decisions which continued to grow during the seventies and eighties. Aroused representatives of the publics provided support for and pressure on elected representatives to enact numerous controls on business and to a lesser degree on large labor organizations. Wage and price controls became permanent fixtures as a protection against inflation as John Kenneth Galbraith had predicted in the late 1960's. The federal government assumed an increasing responsibility for supporting and helping shape welfare, health, and education especially in the 1976-90 period.

Government and business leaders throughout the 1970's and the 1980's contested sharply with one another. However, to protect the public against the excesses of business practices and the continuing private sector tendency to make decisions within micro rather than macro frameworks, the government added constantly to a growing body of laws and regualtions to control the excesses of industry. Safety regulations on automobiles, which increased in the early 1970's, grew to be more stringent and pervasive; so did government controls affecting air and water pollution, resource depletion, and population growth.

The efforts of business to play a constructive role in the late sixties and early seventies in such areas as education through performance contracting, and housing through technological innovation, subsided as substantial difficulties in achieving profitable results in a mass market were encountered. As these efforts subsided, industry began to invest more in research and development which had a knowledge base in the physical and biological sciences. While this adaptation had less risk from the immediate standpoint of profit making, it was accompanied by a legal requirement on the part of government to ensure that audits be made of all new technology during patenting processes and before any manufacturing processes were set in motion and to ensure that potential negative consequences on society of emergent technology were carefully assessed. This requirement helped to ensure that the results of new technology were analyzed both from the economic perspective of the firm (i.e., the microcosm) and from the perspective of the larger society (i.e., the macrocosm). If the audit identified and projected significantly negative consequences for society, corporations were required to evolve plans to eliminat or diminish these consequences before manufacturing and marketing processes were instituted. If and when plans evolved by the private sector were approved, the patenting process was completed by government.

The widespread concern about public sector problems among the young subsided during the mid-seventies as the involvement by the United States in the Vietnam conflict came to an end and as a number of government controls affecting pollution and related problems began to take effect. The large majority of these individuals themselves became less macroscopically oriented in their decisions and concerns as they entered the job market and took on family responsibilities. However, leaders from this group did reinforce and encourage the tendency on the part of government to monitor and control private sector decisions.

Under "government controlled capitalism" public sector jobs at all levels increased substantially during the 1970-90 period. In relative terms, the private sector did not grow as rapidly. Non-profit and inter-institutional agencies and career opportunities in them grew much more rapidly than governmental agencies and opportunities. They also took on more and more research and development activities concerned with poverty, education, welfare, resource conservation, and other public policy problems. They became, in other words, increasingly significant agencies lodged between the public and private sector as the private sector limited sharply its research and development roles bearing upon public problems.

Under "government controlled capitalism, " the federal and state role in education increased as the private sector role decreased. The power of the people in local settings, while significant, was not strong enough to alter the school patterns substantially. Thus, there continued to be continuing conflict between exponents of school discipline and exponents of humane education. Some adaptation took place in the direction of more humane education but the results were limited. More individualized instruction was one type of adjustment as was some adaptation in humanities curricula. However, because of the growing demand in the private sector for trained scientists and technologists in the biological and hard sciences, adaptations in the latter instance were limited.

There was growing experimentation during the 1970-90 period in educational experiences external to schools. This was enhanced to some degree by the gradual spread of the industry model of "career education: and by a continuing interest in finding solutions to difficult societal problems. However, the large bulk of education continued to be offered in schools with walls

In the early and mid-seventies there continued to be debates in academic and other circles about the respective values of more rational in contrast to more experiential approaches to knowing. So did debates about the value and excesses of technology. However, in the late seventies the idea of controlled technology became widely accepted. In addition, rational modes of inquiry again became predominant as industry shifted its emphasis from soft science to hard science problems and as research, development, and technology gained a new ascendency.

Non-profit interstitial agencies lodged between the public and private sector took on new training roles. A number of organizations, for example, instead of recruiting young social scientists with recent Ph.D.'s from universities, trained their own personnel largely in-house to work on societal problems. They did this by recruiting bright young college graduates and providing them extended apprenticeships. The trend was particularly notable with regard to personnel who could bring to bear multidisciplinary skills and knowledge on social problems. The highly specialized and single discipline perspectives of those prepared in Ph.D. programs became much less valued within an applied social context where effective problem-solving was increasingly valued. Thus, visible conflict rose between social scientists in universities and leaders in non-profit corporations with strong orientations toward applied problem solving activities.

In sum, then, two differing alternative futures within the public-private context have been outlined: "humanistic capitalism" and "government controlled capitalism." (6) The latter would continue current trends and the former would involve considerable cultural discontinuity. Substantially changed cultural values would provide the basic dynamics for the "humanistic capitalism" while continuing conflict in public-private values and government control would be the dynamics for the second alternative. In both cases jobs in service occupations would grow. However, they would grow more rapidly under "humanistic capitalism." At the same time, traditional values associated with work and career ladders would be altered radically under this alternative.

Perhaps enough has been said to illustrate the concept of alternative futures. For effective use to be made of the concepts with reference to career education leadership, it would be necessary to take frameworks such as those set forth above and to elaborate them much more fully. From such elaborations a variety of research, development, and training needs could be identified. Thus, one other potential UCEA objective is that of stimulating selected scholars to project in some detail alternative futures within outlines such as those noted above. The results could then be used by task forces to project a variety of implications for career education.

There are other pertinent methods for studying future events likely to affect career education leadership as, for example, trend analysis. However, rather than examine the "futures" domain further, I would like to end with some observations that are more "here and now," oriented. For example, what are some ideas that might be considered by those leaders in UCEA interested in changing or redesigning preparation for career education leaders more immediately? This question can be broken down further. How can programs for such generalists as principals and superintendents be improved especially with regard to effective career education leadership? Secondly, how can programs for more specialized personnel (e g., vocational education directors) be made more effective? Clearly, there are many alternatives related to this question which could be considered. Illustrative approaches will now be presented.

In discussions with those interested in improving career education I find somewhat differing motivations and perspectives. Those in departments of vocational education seem more satisfied with the training of specialized personnel (e.g., vocational education directors) and less satisfied with the training of those who have general responsibilities for career education (e.g., principals and superintendents). In more specific terms, they are concerned about the limited knowledge and understanding that generalists have of career or vocational education. Those responsible for preparing generalists, however, seem to be less concerned about incorporating content on career education into preparatory programs for principals and superintendents and more concerned about seeing that generic concepts basic to an understanding of administration generally be added to programs for preparing more specialized vocational administrators. If my observations are accurate about this contrasting orientation, we have an opportunity for creating a dynamic which could be instructive. This might take the form of UCEA sponsored advocate teams. One team, for example, made up of leaders of four to six vocational education professors and administrators might advocate changes in programs for superintendents and principals designed to make these leaders more competent in meeting their career education responsibilities. At the same time, a team made up of four to six professors of educational administration and general administrators might advocate content and methods they believe should be incorporated into administrator programs generally. When the two advocacy teams had developed their positions they would make their recommendations to each other for examination and analysis. A small panel might have the responsibility for synthesizing the work of the two teams after each had had opportunities to test their positions and to revise. The result would be general guidelines to be disseminated widely to those interested in designing or updating programs for preparing generalists and specialists with responsibilities for career education.

Another alternative related to the improvement of preparation for career education leaders would be that of facilitating the actual design and implementation of experimental programs in several universities. Such a development might be stimulated and facilitated through inter-institutional modes of communication and cooperation. In the process, knowledge and experience could be drawn upon both from vocational education and educational administration departments. At Rutgers University, for example, Carl Schaefer and others evolved a program for preparing a "new breed of leadership for vocational-technical education" in the mid-sixties and this program is one that deserves study. I quote from Professor Schaefer as follows:(7)

> Clearly stated the problem is to develop, by means of a doctoral degree program, a new breed of leadership (administrators, and researchers) for vocational-technical education.
>
> As such, the problem demands an imaginative and innovative approach of an interdisciplinary flavor to find an appropriate solution in a field entrenched in highly traditioanl and badly fragmented doctoral level programs now in operation at various universities.
>
> The present traditional pattern emphasizes the doctorate major in specific areas of vocational and technical education, i.e., agriculture, trade and industrial, distributive, et ., and not a unified approach to the total problem of man, education, and work that must be used to combat modern societal change.

In addition to emphasizing a broad knowledge base the Rutgers program has also developed a well designed internship experience.(8)

Another program that has drawn national attention is one developed by Ralph Wenrich and his colleagues at the University of Michigan. This program, which also began in the mid-sixties, was financed in part by the Carnegie Foundation. It has emphasized eight-week summer workshops and one-year internship programs in the training of local leaders of vocational and technical education. Among its notable characteristics were an emphasis upon leadership in contrast to administration and a carefully designed and USOE supported evaluation effort involving control groups.(9) Evaluations were very positive in nature. Data gathered in the project also sheds needed light upon recruitment and selection processes.

Programs such as those just noted, along with others that could be identified, provide important sources for those interested in undertaking program designs. UCEA could possibly facilitate program design through program associate appointments. More specifically, if professors such as Ralph Wenrich and Carl Schaefer were willing through UCEA associate appointments to visit universities to share their thoughts and program experiences with interested professors, this could provide an effective stimulus for program change. Still another approach would be to identify a group of universities with strong interests in program design and to assist these institutions through a variety of inter-institutional arrangements to achieve new designs and support for implementing them.

Another area of potential improvement has to do with the continuing educaton of practicing school administrators. Clearly, there are tens of thousands of practicing generalists and specialists who would welcome effective continuing education opportunities that would enable them to understand career education issues and to exercise more effective leadership in relation to them. It is generally agreed that the instructional materials needed for continuing educational programs are now very limited. Therefore, this poses an important development challenge to those interested in improving continuing education opportunities. It is for this reason that the CVTE and UCEA staff have in recent months begun to evolve joint plans to bring into being needed new materials. If these plans come to fruition, it is anticipated that a range of simulated materials and supporting concepts could be created for use with varied personnel in a range of school systems.

In sum, then, leaders in UCEA and associated agencies have many potentially fruitful alternatives to consider related to the improvement of career education leadership and illustrative alternatives involving UCEA cooperation and communication have been set forth in this paper. They include: the development of a book which would draw upon a range of scholarship and which would seek more precise philosophical and conceptual definitions of career education; the development of pro and con positions on basic issues now being raised largely by those questioning career education concepts and disseminating these issues and positions to leaders in universities and school systems; the projection of alternative futures within a context of the public-private interface and the development of varied research, developing, and training implications for career education from these alternatives; the use of advocacy teams to develop general guidelines for those interested in updating existing programs or in designing new ones for preparing those who have responsibilities for career education; through inter-institutional cooperation assisting several universities to bring into being new designs and programs; and the creation, evaluation, and use of new materials for helping practicing school leaders develop understandings and competencies bearing upon career education.

The attainment of outcomes such as those projected above all will require systematic conceptualization and thought. In order for the outcomes to be effectively used widely, effective dissemination and diffusion systems will also be required. UCEA as a national communication network, as a repository of diverse and wide-ranging talent, and as a brokerage for talent expression is ready to help facilitate the attainment of outcomes such as those described in this paper and to help ensure their widespread and effective use.

REFERENCES

(1) Gordon Swanson. "Career Education," Ohio State University Center for Research, Leadership, and Development in Vocational and Technical Education. September, 1971 mimeographed.

(2) Education Commission of the States. Legislative Review Vol. 2, No. 9, March 20, 1972, p.3.

(3) I am indebted to John Blough, formerly with UCEA and now Superintendent of Schools in Bexley, Ohio, for help in identifying issues stated in this paper.

(4) I am indebted to Willis Harmon for this concept and for a number of the ideas associated with it. See below.

(5) Willis Harmon. "Key Choices of the Next Two Decades." The Wall Street Transcript, March 6, 1972, p. 27, 472.

(6) For still another alternative involving a model of public-private cooperation see "The Business-Education Interface" in Jack Culbertson, Preparing School Leaders for the Seventies.Columbus, Ohio: UCEA, 1969.

(7) Carl J. Schaefer. "A New Breed of Leadership for Vocational-Technical Education," in The Advanced Degree and Vocational-Technical Education Leadership, John L. Obrion, ed. New Brunswick, N.J.: Rutgers University, 1966, p.5.

(8) See Elaine House. "Internship, Leadership, and the Advanced Degree in Vocational-Technical Education at Rutgers." New Brunswick, N.J., Rutgers University, 1972.

(9) See Ralph Wenrich, A State Program for the Development of Persons for Leadership Roles in the Administration of Local Programs of Vocational and Technical Education. Final Report: Project H.R. 380. Ann Arbor, Michigan: The University of Michigan, 1968.

APPENDIX G

DEGREE OF PARTICIPATION BY INSTITUTION

Participating Institutions

The National Conferences on Career Education

April 24-26, and May 7-9, 1972

USOE Region 1, Boston, MA

States Included--Connecticut, Maine, Massachusetts,
New Hampshire, Rhode Island, Vermont

States Not Represented--New Hampshire

Summary of Institutions Involved--Invited - 09
Attended - 05
Cancelled - 01
Rejected - 03

Institutions	Attendance
1. University of Connecticut Storrs, CT	(1,2)
2. University of Maine Orono, ME	(1,2)
3. University of Massachusetts Amherst, MA	(C)
4. Boston University Boston, MA	(R)
5. Harvard University Cambridge, MA	(R)
6. University of New Hampshire Durham, NH	(R)
7. University of Rhode Island Kingston, RI	(1,2)
8. Rhode Island College Providence, RI	(1,2)
9. University of Vermont Burlington, VT	(2)

Participating Institutions

The National Conferences on Career Education

April 24-26, and May 7-9, 1972

USOE Region 2, New York, NY

States Included--New Jersey, New York, Puerto Rico, Virgin Islands

States Not Represented--Puerto Rico, Virgin Islands

Summary of Institutions Involved--Invited - 7
Attended - 6
Cancelled - 0
Rejected - 1

Institutions	Attendance
1. Jersey City State College Jersey City, NJ	(R)
2. Rutgers University New Brunswick, NJ	(1,2)
3. Montclair State College Upper Montclair, NJ	(1)
4. Cornell University Ithaca, NY	(1,2)
5. Columbia University New York, NY	(1,2)
6. New York University New York, NY	(2)
7. Syracuse University Syracuse, NY	(1,2)

Participating Institutions

The National Conference on Career Education

April 24-26, and May 7-9, 1972

USOE Region 3, Philadelphia, PA

States Included--Delaware, District of Columbia,
Maryland, Pennsylvania, Virginia,
West Virginia

States Not Represented--none

Summary of Institutions Involved--Invited - 10
Attended - 10
Cancelled - 0
Rejected - 0

Institutions	Attendance
1. University of Delaware Newark, DE	(1,2)
2. University of Maryland College Park, MD	(1,2)
3. Temple University Philadelphia, PA	(1,2)
4. University of Pittsburgh Pittsburgh, PA	(1,2)
5. Pennsylvania State University University Park, PA	(1)
6. Virginia Polytechnic Inst. and State Univ. Blacksburg, VA	(1,2)
7. University of Virginia Charlotteville, VA	(1,2)
8. Howard University Washington, DC	(1,2)
9. Marshall University Huntington, WV	(1,2)
10. West Virginia University Morgantown, WV	(1,2)

Participating Institutions

The National Conferences on Career Education

April 24-26, and May 7-9, 1972

USOE Region 4, Atlanta, GA

States Included--Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee

States Not Represented--North Carolina

Summary of Institutions Involved--Invited - 16
Attended - 14
Cancelled - 1
Rejected - 1

Institutions	Attendance
1. Auburn University Auburn, AL	(1,2)
2. The University of Alabama Tuscaloosa, AL	(C)
3. University of Florida Gainesville, FL	(1,2)
4. Florida State University Tallahassee, FL	(1,2)
5. University of Georgia Athens, GA	(1,2)
6. Georgia State University Atlanta, GA	(1,2)
7. University of Kentucky Lexington, KY	(1)
8. Morehead State University Morehead, KY	(1,2)
9. Eastern Kentucky University Richmond, KY	(1,2)
10. Mississippi State University State College, MS	(1,2)

continued

Region 4, cont.

Institutions	Attendance
11. North Carolina State University Raleigh, NC	(R)
12. Clemson University Clemson, SC	(1,2)
13. University of South Carolina Columbia, SC	(1,2)
14. East Tennessee State University Johnson City, TN	(1,2)
15. University of Tennessee Knoxville, TN	(1,2)
16. George Peabody College for Teachers Nashville, TN	(1,2)

Participating Institutions

The National Conferences on Career Education

April 24-26, and May 7-9, 1972

USOE Region 5, Chicago IL

States Included--Illinois, Indiana, Michigan,
Minnesota, Ohio, Wisconsin

States Not Represented--none

Summary of Institutions Involved--Invited - 14
Attended - 10
Cancelled - 0
Rejected - 4

Institutions	Attendance
1. Chicago State University Chicago, IL	(1,2)
2. The University of Chicago Chicago, IL	(R)
3. Illinois State University Normal, IL	(R)
4. University of Illinois Urbana, IL	(1)
5. Indiana University Bloomington, IN	(1,2)
6. Purdue University Purdue, IN	(R)
7. University of Michigan Ann Arbor, MI	(R)
8. Wayne State University Detroit, MI	(1,2)
9. Michigan State University East Lansing, MI	(1,2)
10. University of Minnesota Minneapolis, MN	(2)

continued

Region 5, cont.

Institutions	Attendance
11. Bowling Green State University Bowling Green, OH	(1,2)
12. The Ohio State University Columbus, OH	(1,2)
13. Kent State University Kent, OH	(1)
14. University of Wisconsin Madison, WI	(1,2)

Participating Institutions

The National Conferences on Career Education

April 24-26, and May 7-9, 1972

USOE Region 6, Dallas, TX

States Included--Arkansas, Louisiana, New Mexico, Oklahoma, Texas

States Not Represented--Louisiana

Summary of Institutions Involved--Invited - 7
Attended - 6
Cancelled - 0
Rejected - 1

Institutions	Attendance
1. University of Arkansas Fayetteville, AR	(1,2)
2. Louisiana State University Baton Rouge, LA	(R)
3. University of New Mexico Albequerque, NM	(1,2)
4. University of Oklahoma Norman, OK	(1,2)
5. Oklahoma State University Stillwater, OK	(1,2)
6. Texas A&M University College Station, TX	(1,2)
7. East Texas State University Commerce, TX	(1,2)

Participating Institutions

The National Conferences on Career Education

April 24-26, and May 7-9, 1972

USOE Region 7, Kansas City, MO

States Included--Iowa, Kansas, Missouri, Nebraska

States Not Represented--none

Summary of Institutions Involved--Invited - 5
Attended - 5
Cancelled - 0
Rejected - 0

Institutions	Attendance
1. Iowa State University Ames, IA	(1,2)
2. University of Northern Iowa Cedar Falls, IA	(1,2)
3. Kansas State University Manhattan, KS	(1,2)
4. University of Missouri Columbia, MO	(1,2)
5. University of Nebraska Lincoln, NE	(1,2)

Participating Institutions

The National Conferences on Career Education

April 24-26, and May 7-9, 1972

USOE Region 8, Denver, CO

States Included--Colorado, Montana, North Dakota, South Dakota, Utah, Wyoming

States Not Represented--none

Summary of Institutions Involved--Invited - 8
Attended - 8
Cancelled - 0
Rejected - 0

Institutions	Attendance
1. Colorado State University Fort Collins, CO	(1,2)
2. University of Northern Colorado Greeley, CO	(1,2)
3. Montana State University Boseman, MT	(1,2)
4. North Dakota State University Fargo, ND	(1,2)
5. University of South Dakota Vermillion, SD	(1,2)
6. Utah State University Logan, UT	(1,2)
7. University of Utah Salt Lake City, UT	(2)
8. University of Wyoming Laramie, WY	(1,2)

Participating Institutions

The National Conferences on Career Education

April 24-26, and May 7-9, 1972

USOE Region 9, San Francisco, CA

States Included--American Samoa, Arizona, California, Guam, Hawaii, Nevada, Trust Territories of the Pacific

States Not Represented--American Samoa, Guam, Trust Territories of the Pacific

Summary of Institutions Involved--Invited - 8
Attended - 5
Cancelled - 0
Rejected - 3

Institutions	Attendance
1. Northern State University Flagstaff, AZ	(R)
2. Arizona State University Tempe, AZ	(1,2)
3. University of California Berkeley, CA	(2)
4. Claremont Graduate School Claremont, CA	(R)
5. University of California Los Angeles, CA	(1,2)
6. Stanford University Stanford, CA	(R)
7. University of Hawaii Honolulu, HI	(1,2)
8. University of Nevada Reno, NV	(1,2)

Participating Institutions

The National Conferences on Career Education

April 24-26, and May 7-9, 1972

USOE Region 10, Seattle, WA

States Included--Alaska, Idaho, Oregon, Washington

States Not Represented--none

Summary of Institutions Involved--Invited - 7
Attended - 7
Cancelled - 0
Rejected - 0

Institutions	Attendance
1. University of Alaska Fairbanks, AK	(1,2)
2. University of Idaho Moscow, ID	(1,2)
3. Idaho State University Pocatello, ID	(1,2)
4. Oregon State University Corvallis, OR	(1,2)
5. University of Oregon Eugene, OR	(1,2)
6. Washington, State University Pullman, WA	(1,2)
7. University of Washington Seattle, WA	(1,2)